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THE BRITISH TERRITORIES  
IN EAST AND CENTRAL AFRICA  
1945 - 1950

Presented by the Secretary of State for  
the Colonies to Parliament  
by Command of His Majesty  
June 1950

London  
His Majesty's Stationery Office



W. O. BROWN, AFRICAN PROGRAM  
154 BAY STATE ROAD



COLONIAL OFFICE

# The British Territories in East and Central Africa 1945-1950

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## INTRODUCTION

1. It is still less than a hundred years ago that David Livingstone, by his historic journey across Africa, drew the attention of the western world to the state of the Central African peoples. Fired by his achievement, explorers from Britain and other European countries made their way into the interior of the countries we now call Uganda, Kenya, Tanganyika, Northern Rhodesia, and Nyasaland. With them and after them went missionaries, traders, and administrators.

2. The peoples they found were primitive, menaced perpetually by famine and disease, and the prey of inter-tribal warfare. Over them all was the shadow of the slave traffic. The slavers, Arabs based on Zanzibar, were active throughout all the country of the Great Lakes and steadily expanding their operations southwards into Central Africa.

3. The British Government made repeated representations against the traffic to the Sultan of Zanzibar, who at that time claimed dominion over the whole of the East African territories; but beyond that the Government was not prepared to go. The German Government, however, supported its nationals more directly, and in 1885, following the conclusion of a number of treaties with local chiefs, they declared a Protectorate over a large part of the Sultan of Zanzibar's mainland territories in what is now Tanganyika. This raised the whole question of the extent of the Sultan's domains; and in 1886 his assent was obtained to an agreement whereby his authority was limited to the islands of Zanzibar, Pemba, and Mafia, together with a ten-mile-wide strip along the coast. The inland territories were divided into British and German spheres of influence, and an Anglo-German treaty of 1890 extended this division westwards to give Britain special rights in Uganda. In the same year Zanzibar was declared a British Protectorate.

4. In 1887 the Imperial British East Africa Company began to operate in East Africa, and were granted a charter in the following year, the Sultan having awarded them a concession of the mainland between the rivers Tana and Umba. The company's activities were, however, the reverse of profitable and in 1893 they determined to withdraw from Uganda; but their administrator there, Captain F. J. D. (later Lord) Lugard, held this to be a breach of faith with the Africans with whom agreements had been made; and, largely as the result of his energetic representations at home, the British Government assumed the responsibilities laid down by the Company, and declared a Protectorate over Buganda in 1894, extending it two years later to Bunyoro and other outlying portions of the British sphere of influence. A Protectorate over the eastern part of the Company's territories, then called the East African Protectorate, was established in 1895.

5. A railway to link Uganda with Mombasa on the coast was started in 1895. The construction of this line had been recommended at the Brussels Conference of 1889, at which the countries interested in the administration of Africa had examined possible measures against the slave trade; and indeed it had become clear that without such a link the administration of Uganda was virtually impossible. The work of construction proved difficult and expensive. The nature of the country presented the engineers with one problem after another. Labour had to be imported from India. Disease killed off the transport animals; the labourers fell sick; an engineering strike in England held up the supply of materials, and an outbreak of plague in India that of workpeople. In December, 1898, the depredations of two man-eating lions at Tsavo halted all work for three weeks. To make matters

worse the rains failed in 1898, and there was famine over the whole of Kenya. Yet by the end of 1901 the railway had reached Kisumu, on the eastern shore of Lake Victoria, and this remained the "port of entry" for Uganda until 1926.

6. Further south the course of events was not dissimilar. The missionaries who followed Livingstone to Lake Nyasa in the early eighteen-sixties were quickly forced out by the activities of the slave-traders and the fierce inter-tribal wars with which they had to contend: for the migration of the warlike Angoni and Yao to their present homes had not then been completed. In 1874 and 1875, however, the Church of Scotland established a mission at Blantyre and the Free Church of Scotland one at Livingstonia; and these achieved a powerful influence with the Africans. In 1878 the African Lakes Company was first established at Livingstonia as a trading and transport concern, working very largely on behalf of the mission. Other pioneers followed, missionaries, traders, and coffee-planters; in 1883 a consul was accredited to "the Kings and chiefs of Central Africa" and settled at Livingstonia, and a second was established at Zomba.

7. In 1891 an Anglo-Portuguese Convention recognised British administration in the whole of the country adjoining Lake Nyasa. Five years later the slave trade had been extinguished and most of the country pacified, though the Northern Angoni did not come fully under British administration until 1904.

8. The territory west of Nyasaland was included in the rather vaguely defined region covered by the charter granted in 1889 to the British South Africa Company—Cecil Rhodes's Chartered Company. In 1891 Lewanika, the paramount chief of Barotseland, asked for and obtained the protection of the British Government. The next year a Government post was established at Abercorn, one of the northernmost points of the Company's concession.

9. The slavers, who had been encroaching into the region from north and west, were now swiftly crushed. From year to year more Arab encampments were destroyed: in 1894 Sir Harry Johnston defeated one of the most powerful Arab chiefs in a decisive battle, and in 1898 the last slave-train, intercepted on its way to the coast, was set free at Fort Jameson.

10. In 1899 the Barotseland—North-Western Rhodesia Order in Council placed the rule of the British South Africa Company on a firm basis in the western part of the country, and in the following year a similar Order did the same in North-Eastern Rhodesia. In 1900 Lewanika granted the Company a concession giving it trading and mineral rights over Barotseland—North-Western Rhodesia, and in 1909 they acquired the land rights over the same area, excluding the Barotseland Reserve. These concessions were granted subject to certain safeguards, including the safeguard of native rights.

11. In accordance with the terms of its Charter, the Company extended the railway and telegraph northwards, and British colonists settled along the railway belt. The administration of the country remained in the hands of the British South Africa Company until 1924, when it was taken over by the British Government and a protectorate set up somewhat on the lines of that in the neighbouring territory of Nyasaland.

### **The African Inhabitants**

12. Apart from a few Pygmies—remnants of a much earlier type of mankind—the majority of the Africans in East and Central Africa were Bantu Negroes. From the north-east the Hamites had encroached upon the Negroes in a series of invasions extending over centuries, and these invasions had set up a long series of migrations and shiftings of the original Negro populations.

13. The Hamites were a lighter-coloured people with aquiline features: they were nomads and warriors, and easily imposed their rule on the more passive and receptive Negroes. But conquerors and conquered inter-married, and the former adapted themselves to the mode of life of the conquered peoples; after some generations they took on the appearance of the Negroes. Today there is little to distinguish them, except that the Hamitic element usually forms the aristocratic class.

14. The large number of languages to be found among the peoples of eastern Africa is a natural result of the general conditions of life. In the absence of close contacts between the tribes and of a written language the speech forms of each isolated group developed in their own way until they were no longer mutually intelligible. This increased the isolation of the groups. Contrary developments also took place: when one group managed to achieve supremacy over others, its speech tended to spread among them. Thus Kiswahili has spread and is spreading in the Bantu language field. The advent of the European has speeded up this tendency until now Kiswahili is the *lingua franca* of a great part of East Africa.

15. The African population of East and Central Africa, including Somaliland, is now in the region of 21 million, distributed as follows: Uganda and Kenya five million each, Tanganyika seven million, Northern Rhodesia one and a half million, Nyasaland two million, and Somaliland perhaps half a million. The Somali are a Hamitic people; the bulk of the populations elsewhere are Bantu, with some Nilotics (e.g. the Acholi of Uganda) and half-Hamites (e.g. the Masai of Kenya and Tanganyika).

### **Origins of European Settlement**

16. European settlement had been an object of the British South Africa Company from the start. In East Africa there was at first no such general intention; but with the end of the Imperial British East Africa Company, Great Britain found herself responsible for a vast tract of Africa, sparsely inhabited by backward peoples. In Uganda alienation of agricultural land was very strictly controlled; but further east the means to develop the country's economic potential lay in opening up the empty highlands of Kenya to settlement by Europeans. In 1902 the boundaries of the East African Protectorate were re-drawn to include what had formerly been the Eastern Province of Uganda, and conditions were laid down for the alienation of land. The flow of settlers was at first little more than a trickle, but gradually it quickened, and within a few years European settlement was firmly established.

17. African land rights as they were then understood were safeguarded by the conditions under which land was granted to settlers. The area occupied in Kenya was largely uninhabited, except when, every three or four years, the Masai drove their cattle in to the pastures; these periodic incursions of a warlike people had driven out all more stable inhabitants.



Several commissions have visited East and Central Africa at various times to examine the land questions there in the light of more recently acquired knowledge of African systems of land tenure, and adjustments have been made to meet their recommendations.

18. European capital and enterprise have made a vital contribution to the development of East and Central Africa, and in all the mainland territories except Uganda European agricultural settlement has played an important part. It is only through the growth of production and commerce, which has owed so much to the European communities, that the territories have been able to afford the efficient government and social services which have brought to the African inhabitants orderly progress and a striking increase in material welfare. The work of the settlers has been slow, painful, and often unrewarding, but it has achieved what such men as Livingstone and Lugard foresaw that it would. What was true in 1902, when the first settlers took up land in Kenya, is still true today, as has been recognised by successive Secretaries of State: that European settlement has a great contribution to make to the progress of the territories and an important part to play in the further economic development on which the welfare of all the inhabitants depends.

#### **Settlers from India**

19. The European settlers were not the only immigrants. For the building of the railway from Mombasa to Uganda recourse was had to the employment of large numbers of indentured labourers from India. Some 6,000 of them determined to remain after the expiry of their indentures, and these, with the Indian traders already settled on the coast and with subsequent immigrants, have built up the Asian (Indian, Pakistani, and Goan) communities which now form an integral part of the populations of the East African territories and Zanzibar. There are also Asian communities, much smaller, in Nyasaland and Northern Rhodesia.

20. The part played by the Asians in the development of the territories' economies has been an important one. It is only of recent years that any considerable number of Africans has come forward for employment as artisans and craftsmen and clerical workers; the ranks of these essential workers have in East Africa, though less in Central Africa, been almost wholly filled by Asians. In addition the Asians as traders have largely provided the channel by which supplies of consumer goods have reached the Africans, for the African himself was an inefficient trader fifty years ago and today, with a few exceptions, is still far from efficient.

#### **Arabs**

21. For many centuries Arabs have played an active part in the trade and politics of Zanzibar and the East African coast, and at the end of the seventeenth century the Imams of Muscat drove the Portuguese from their last stronghold at Mombasa and established Arab ascendancy throughout the area. In 1832 Seyyid Said, Imam of Muscat, transferred his capital to Zanzibar and under his direction Zanzibar became the political and commercial centre of East Africa. In 1861 a separate Sultanate, independent of Muscat, was established in Zanzibar under Seyyid Said's son. In the last decade of the nineteenth century, however, the Sultan sold to the German Government his possessions along the coast of what is now Tanganyika and handed over the administration of the Kenya coastal belt to His Majesty's Government. The Arabs remain an important element

of the population of Zanzibar and the coastal areas of Kenya and Tanganyika, but the administrative and legislative authority of the Sultan and his government is now limited to the islands of Zanzibar and Pemba.

22. The story of the East and Central African territories up to the first World War was one of gradual progress against considerable natural difficulties, a period in which the immigrant communities made themselves indispensable to the countries of their adoption and grew increasingly to think of themselves not as sojourners but as true inhabitants of Africa.

### **The First World War and the Following Period**

23. The war of 1914-1918 brought a check to progress. There was fighting in Tanganyika and Northern Rhodesia, and in Kenya every Briton of military age joined the colours, leaving his farm to go to rack and ruin. After that war came the British acceptance of the League of Nations Mandate for Tanganyika, a country backward and at that time devastated by the effects of the fighting; the rehabilitation of agriculture after four years' enforced neglect; the schemes for assisted settlement in Kenya, and some violent political controversies there; the effects of the great trade depression; the discovery of gold in Kenya and Tanganyika and the rapid and vigorous growth, after an initial check, of the copper-mining industry in Northern Rhodesia, which completely transformed that country's economy in the space of a few years. Throughout the inter-war period there was steady progress in the sphere of African administration. Less spectacular than the political and economic events, the building up of the administration and the progress of the African communities was at least of equal effect and importance.

### **Somaliland Protectorate**

24. Standing apart from the other British territories in eastern Africa geographically, historically, and economically is the Somaliland Protectorate—though it has certain affinities with the Northern Frontier Province of Kenya, for both are barren, waterless countries inhabited by nomadic livestock-keeping tribes. British administration in Somaliland dates from 1884, when the Egyptian régime on the Somali coast broke down and the boundaries of British, French, and Italian protectorates were agreed. Until 1898 the British Protectorate was administered by the Resident at Aden as a dependency of India: in that year it was transferred to the Foreign Office, and in 1905 to the Colonial Office.

25. Somaliland is blessed with little in the way of natural resources. Its people, proud, suspicious, conservative, and fanatically Moslem, range the country with their camels, sheep, and goats, following the water and the grazing and passing freely over the frontier into Ethiopia. From 1901 to 1920 the history of the Protectorate was largely the story of a series of profitless campaigns against a fanatical religious leader, Mohammed bin Abdulla Hassan, the "Mad Mullah"; for a short time, indeed, the British withdrew from the interior and confined their administration to three places on the coast. Even with the restoration of law and order little economic development has been possible. A small export of hides and skins, of livestock and ghee, is virtually the only source of revenue, and a grant in aid from His Majesty's Government has always been needed to help pay for the building of communications and the provision of administrative and social services.

## **The Second World War**

26. With the entry of Italy into the second World War in 1940 both Somaliland and Kenya faced the threat of attack. The garrisons available for their defence were greatly inferior to the Italian forces in numbers and equipment. Nevertheless the Italians confined their southward operations to the occupation of a few unimportant posts in the Northern Frontier Province of Kenya and in the Anglo-Egyptian Sudan; only in Somaliland, when the fall of France left the British force isolated and outnumbered, did they venture on a major operation. The British High Command had no alternative to a fighting withdrawal.

27. On the 11th August, 1940, the Italians attacked the tiny British force—a single brigade, comprising a battalion each of the Black Watch, Northern Rhodesia Regiment, and King's African Rifles, two companies of Punjabis, an East African Light Battery, and the Somaliland Camel Corps. Out-numbered by ten to one, outgunned by six to one, with no armour and virtually no air support, the defenders fought back gallantly. But the odds were too great, and the troops and civil administration were forced to withdraw to Aden.

28. Six months later, having built from South, Central, and East African units a force strong enough for his purpose, General Cunningham launched a two-pronged attack into Somalia and Ethiopia. His success was rapid and far-reaching. In March, 1941, a force assembled at Aden landed on the Somali coast, and Somaliland was once more in British hands. A Military Government was set up, which continued to administer the Protectorate until the 15th November, 1948, when the Colonial Office reassumed responsibility.

29. East Africa was to be the scene of no more fighting after the victory in Ethiopia. The splendid fighting men of East and Central Africa served in the Middle East, in Madagascar, and in Ceylon; and finally the 11th (East Africa) Division into which they had been formed played a memorable part in General Slim's campaign for the recapture of Burma. But from 1941 onwards, though the authorities did not neglect the possibilities of a Japanese attack, the main rôle of East and Central Africa in the war was that of a base and source of supply.

30. The territories were called on for an all-out effort. The production of cereals, animal products, and essential crops, such as sisal and pyrethrum, was forced up beyond the safe ceiling. Timber was cut prodigally. The mines achieved a substantial increase of production in the face of many difficulties, particularly the shortage of mining supplies, timber, and spare parts for machinery. Several territories were able to supply commodities the production of which was uneconomic in normal times, such as tin and wild rubber, to replace supplies lost to the Japanese in the East. The railways were worked to the limit of their capacity, for they had to carry an enormous volume of traffic and there was little coming forward in the way of machine spares and replacements. Railway workshops in Kenya and Northern Rhodesia were partly turned over to the manufacture of mines and armoured fighting vehicle parts.

31. Though the Governments, warned by the lesson of 1914-18, had taken powers to retain in the territories men who could not be spared from agriculture or administration, the European communities on whom the burden of the great production drive largely fell were none the less seriously depleted. Special praise is due to the women, who often took over

single-handed the management of their husbands' estates. The Africans, too, on estates, in mines, and on their own *shambas*, played a great part in raising the output of foodstuffs and raw materials essential for the war effort; and this notwithstanding the calls made on their manpower in the expansion more than twenty-fold of the East African fighting forces.

32. The production drive brought prosperity. The prices of most foodstuffs and raw materials rose steadily: European farmers found themselves almost for the first time assured of a fair margin of profit, for the Governments, in return for the power to require farmers to plant given crops as needed, gave guaranteed returns per acre of land cultivated. Africans too drew the benefit from the higher prices obtainable for their produce. Controls, marketing schemes, and price restrictions were introduced, some of which have been found to be of lasting value and retained in the post-war period.

33. This Report covers roughly the period from the end of the war to the end of the financial year 1949-50. It tells of material prosperity maintained, with the prices of most of East and Central Africa's products remaining high or climbing still higher; of plans for economic development that should lay the foundations of a permanently higher level of production and trade; of continued efforts to expand the social services for all communities, and to associate all communities in the administration of them; of the development of local government; and of political advances, impressive enough in themselves, but far more so when one reflects how brief is the history of British administration in eastern Africa. This year sees only the fiftieth anniversary of Lewanika's grant of the Barotseland Concession and of the conclusion by Sir Harry Johnston of the Uganda Agreement. Half a century is a short time indeed in which to have recorded such remarkable progress.

#### **Distinguished Visitors to the Territories**

34. On the 11th April, 1947, in the course of the Royal Tour of South Africa and Southern Rhodesia, Their Majesties The King and Queen with Princess Elizabeth and Princess Margaret paid a visit to Northern Rhodesia. Arriving by launch on the Zambezi above Victoria Falls, the Royal party was met and escorted by the Paramount Chief of Barotseland in his state barge, paddled by 40 Indunas in their ceremonial dress and accompanied by a fleet of other barges and canoes. After an official reception in Livingstone Their Majesties attended a garden party, and afterwards presided at an *indaba*. This was the first time that a King and Queen of England had visited a colonial protectorate.

35. In March, 1950, His Royal Highness The Duke of Gloucester flew with the Duchess of Gloucester to Kenya, where they spent a short holiday before the presentation by the Duke of the Royal Charter granted by His Majesty The King to the newly-created City of Nairobi on the 30th March, 1950.

36. The Right Honourable Arthur Creech Jones, M.P., paid a visit to East Africa as Parliamentary Under-Secretary of State for the Colonies in 1946; and in 1949, when he was Secretary of State, he toured Northern Rhodesia and Nyasaland and visited Kenya. This was the first time that a Secretary of State for the Colonies had visited the Central African territories.

## **I. POLITICAL PROGRESS SINCE THE WAR**

37. The British territories in East and Central Africa present a political picture more complex perhaps than is to be found anywhere else in the Colonial Empire. Except in Somaliland, which lies outside the area of East and Central Africa proper, the population of the territories consists of several racial groups. Besides the indigenous Africans, they include Europeans, Asians (Indians, Pakistanis and Goans) and Arabs, not merely resident in, but most of them permanent inhabitants of, the territories.

38. The Europeans play an important part in the political life of East and Central Africa, especially in Kenya and Northern Rhodesia, which have the biggest European communities. The Asian communities are also active in the political life of East Africa. The part played by Africans in political life is increasing in all the territories, although naturally it varies with the degree of political development. Uganda, where the African population includes several tribes whose traditional political systems were comparatively advanced, and where there has been no alienation of land from Crown or African ownership for many years and leases of such land are only granted in special circumstances, has a comparatively small immigrant population. Zanzibar has no European settlers but important communities of Arab landowners and Asian traders. In Somaliland the lack of economic possibilities, which is the cause of the country's poverty, has discouraged the entry of traders, or other immigrants, to any substantial degree.

39. Against these varying backgrounds the problems of political development are complicated; the aim is clear. The policy of developing the territories towards responsible government must of course embrace the immigrant communities as well as the indigenous African population. The task is to help the Africans to develop politically, socially and economically, and the objective that they should take their full part, with the Europeans, Indians, and Arabs, in the administration and development of the territories and in local and central politics. The Europeans, Asians, and Arabs have made their homes in these territories, in some cases for generations, and must be regarded as belonging to the territories no less than the Africans.

40. Throughout East and Central Africa, the Africans are progressing. As citizens, it is for them (as it must be also for the Europeans, the Indians, and the Arabs) in the interests of their country that they should have at heart not any one part of it nor any one section of the community: the aim is a partnership between all those who live in these territories for the benefit of the community.

### **Composition of the Central Legislatures**

41. The first territory in the region to obtain an unofficial majority in Legislative Council was Northern Rhodesia. In June, 1945, the Legislative Council was reconstituted to comprise nine official members, eight elected unofficials, and five nominated unofficial members, of whom three represented African interests. Membership of the Council at that time was purely European: African affairs were the concern of European members nominated specifically for that purpose. However, with a new revision of the constitution in 1948, the number of members representing African interests was raised to four, and of these two are Africans, selected by the African Representative Council for nomination by the Governor. The two nominated unofficials who did not represent African interests were replaced by

two further elected members ; the number of officials, other than the President, was left unchanged, but a Speaker was appointed President in place of the Governor. The composition of the Legislative Council is thus nine official members, ten elected unofficials, and four unofficials nominated to represent African interests, including two Africans.

42. The other territory to receive an unofficial majority since the war is Kenya, which was also the first territory to admit African unofficial members. One African unofficial was appointed by the Governor in 1944, and a second in 1946. In 1948 a new constitution gave the unofficial members a majority in Legislative Council ; seven *ex officio* and nine official members now sit with 22 unofficials—eleven elected Europeans, five elected Asians (of whom two must at present be Moslems), one nominated and one elected Arab, and such Africans as the Governor may appoint to represent African interests, at present numbering four. The Governor selects the African members after the African local government bodies have been consulted. A Speaker became Vice-President of the Legislative Council in 1948, and normally presides.

43. While Kenya and Northern Rhodesia are as yet the only territories to have an unofficial majority, the composition of some Legislative Councils has undergone a striking change, and none more so than Uganda's. Up to November, 1945, the Legislative Council of Uganda consisted of the Governor, as President, and ten members. In that month one prominent African from each of the three provinces was nominated as an unofficial member ; the total unofficial membership was brought up to nine (three Africans, three Asians, and three Europeans), with the same number of officials. In 1947, the Northern Province was restored as a separate province, made up from three districts of the Western and one of the Eastern Province ; and a fourth African unofficial member was appointed to Legislative Council, another official being added to maintain the balance. When the Eastern and Northern Provincial Councils were set up in 1948 they became responsible for submitting to the Governor the names of the persons they recommend for nomination.

44. In 1950 the Legislative Council was further expanded. African representation has been doubled ; two members are now nominated from the Eastern and Northern Provincial Councils, one member is nominated from the Western Provincial Council and one in turn by the rulers of the three Agreement States of Ankole, Bunyoro, and Toro, and Buganda will send two members to the Council. One European and one Asian member have also been added to the unofficial membership (European and Asian unofficials being nominated by the Governor), while the appointment of six additional official members preserves the balance. The Council now consists of the Governor as President, sixteen official members, and sixteen unofficials, one half of whom are Africans. Uganda, in its Governor's words, "has indeed travelled a long way in a short time."

45. Tanganyika's Legislative Council has been reconstituted on similar lines, if not so drastically. The reorganization of November, 1945, provided for 15 official and 14 unofficial members, with the Governor as President. Three of the unofficials at that date were Asians, and only two of the four Africans provided for under the Order in Council had been appointed ; since then two further African unofficial members have taken their seats.

46. In Zanzibar, where Arabs and Indians have long sat as members of the Legislative Council, the first African unofficial member was nominated in 1946, and a second the following year. The Council still has an official majority.

47. The Legislative Council of Nyasaland, like that of Northern Rhodesia, was an all-European body until the end of 1948 : the Governor acted as President, and there were six official and six unofficial members, one of whom was nominated from one of the missionary societies to represent African interests. Early in 1949 the Council was enlarged by the addition of three official and three unofficial members ; of the latter, two are Africans selected from nominations submitted to the Governor by the African Protectorate Council, and the third an Asian selected from nominations put forward by the Indian Chamber of Commerce.

48. A long way behind the other territories is the Somaliland Protectorate. The Somalis are a highly intelligent race, by no means lacking political aptitude ; but the material difficulties of their life are such as to hamper political progress. The establishment of a central legislature and of the machinery of modern local government can scarcely be hoped for until the people, at present almost entirely nomadic, develop into a more stable society ; and that, for a livestock-owning people dependent on seasonal grazing, is not to be looked for just yet.

49. An advance has none the less been made since the war in the creation of the Protectorate Advisory Council, a body which includes representatives of all sections of the community under the presidency of the Commissioner for Native Affairs. The Council sat for the first time in January, 1947, and has met a number of times since. It has made recommendations on such important matters as the setting up of Subordinate Courts and the raising of tribal levies as a contribution to the Protectorate's revenues.

50. Proposals for a reorganization of the system of tribal representation have recently been approved. Further details are given in paragraph 137.

### **Executive Councils : the Member System**

51. Soon after the war it became clear in certain territories that the existing structure of their Executive Councils was unequal to the strain of an enormously expanded volume of business, which now included, besides the normal functions of administration, the planning and carrying out of Ten-Year Development Plans. In particular, the concentration of responsibility in the hands of Chief Secretaries was causing a serious bottleneck. As a measure of decentralization, the Executive Councils of Kenya, Northern Rhodesia, and Tanganyika were remodelled on the "member" system. The essence of the system is the placing of groups of Government Departments under individual members of the Executive Council as the "Members" for these groups, responsible for their policy and administration directly to the Governor and no longer to, or through, the Chief Secretary.

52. In Kenya the administration was reorganized on these lines in 1945. The Chief Secretary, relieved of the burden of routine administration of all Departments, was appointed Member for Development and Chairman of the Development and Reconstruction Authority, while remaining head of the Civil Service. The Financial Secretary became Member for Finance ; and

in 1949 a Secretary to the Treasury was appointed and became the permanent head of the Treasury. The Attorney-General is Member for Law and Order, the Chief Native Commissioner is in charge of African Affairs, and there is a Member for Agriculture, Animal Husbandry, and Natural Resources, a Member for Health and Local Government, and, since 1948, a Member for Commerce and Industry. The remaining Departments are grouped under the Deputy Chief Secretary, who is also Member for Education. The Member for Agriculture, Animal Husbandry and Natural Resources and the Member for Health and Local Government are drawn from the unofficial community.

53. A similar reorganization took place in Northern Rhodesia in 1946, groups of Departments being placed under the Chief Secretary, the Financial Secretary, the Secretary for Native Affairs, the Administrative Secretary, the Attorney-General, and a newly-created Secretary for Economic Development. At the beginning of 1948 unofficial members of the Legislative Council put forward suggestions for a further reorganization, which would have provided among other things for the Chairman of the unofficial members to become President of the Executive Council. These suggestions were not accepted ; but the discussion of them and of alternative suggestions led to an agreement providing that four of the unofficials should have seats on the Executive Council, and that one or two of them should have responsibility for groups of Departments. One of the unofficial members of Executive Council is a member of Legislative Council representing African interests ; under this system the door is open for the appointment of Africans to Executive Council when they are ready for it. At the beginning of 1949 an unofficial, Mr. G. B. Beckett, took charge of the Departments of Agriculture, Veterinary Services, Forestry, Game and Tsetse Control, and Water Development and Irrigation ; and in 1949, when the unofficial membership was increased to five, Lieut.-Col. E. M. Wilson became Member for Health and Local Government. These changes have been carried out without any alteration to the constitutional status of the Executive Council which remains a body advisory to the Governor.

54. When Major F. W. Cavendish-Bentinck and Mr. E. A. Vasey in Kenya accepted the posts of Member for Agriculture, Animal Husbandry, and Natural Resources and Member for Health and Local Government respectively, they crossed the floor and sat with the officials, giving up their seats as elected members. But in Northern Rhodesia it was specifically agreed that unofficial members taking charge of Departments should retain their status as elected members of Legislative Council, and not become officials. By the 1948 agreement, the views of the unofficial members carry the same weight in Executive Council as they do in Legislative Council ; and during the Secretary of State's visit to the Protectorate in April, 1949, this was interpreted as meaning that, without prejudice to the constitutional position of the Executive Council, the Governor would accept the unanimous advice of unofficial members, except where he felt it necessary to use his reserve powers. When he had reason to doubt whether the unanimous opinion of unofficials on Executive Council had the support of unofficial members of Legislative Council, the Governor could refer the issue to all unofficial members of Legislative Council.

55. Tanganyika adopted the member system with effect from the beginning of 1948. Groups of Departments were then placed under the Chief Secretary, the Member for Law and Order, the Member for Finance, Trade and Economics, the Member for Agriculture and Natural Resources, the Member for Lands and Mines, and the Member for Education, Labour and Social



Welfare (the title was later changed to Member for Social Services) ; at the same time a post of Secretary for African Affairs was created, also having direct access to the Governor. More recently two further posts have been established, those of Member for Development and Works and Member for Local Government ; the latter has absorbed the duties of the Secretary for African Affairs. No unofficals have yet been appointed to any of these posts in Tanganyika, although there is nothing to prevent this.

### **Financial Devolution**

56. As a result of a recommendation for a greater measure of financial devolution made by the African Governors' Conference held in the autumn of 1947, formal control by the Colonial Office over the finances of the African territories is now exercised only through the Secretary of State's function of advising His Majesty the King on the assent to appropriation ordinances and other legislation of a financial character. Estimates and supplementary estimates, the writing off of losses, etc., no longer require the Secretary of State's approval: the Colonial Office concerns itself with financial detail only in so far as this is necessary to secure the Secretary of State's interest in the major issues of financial policy, such as the control of inflation, fiscal policy, exchange and currency control, development finance, and loan policy. At the same time arrangements have been made for maintaining close contact between Colonial Government and the Colonial Office in financial policy by means of informal correspondence and personal discussions.

57. These arrangements do not apply to any territory whose finances are under the control of His Majesty's Treasury ; of African territories only the Somaliland Protectorate is now in that position. The Secretary of State's approval is of course still required in respect of services involving payments by the United Kingdom Government, e.g. grants under the Colonial Development and Welfare Act.

### **Development of Local Government**

58. The aim of policy is to secure an efficient and representative system of local government, and persistent efforts are being made to achieve this aim in all territories, in the more backward rural areas no less than in the modern towns and cities. In the development of local government lies the key to political, social and economic advancement in Africa. It is in this field that Africans can best learn to participate in self-government, and it is from the local government bodies that the leaders of the future must be largely drawn. It is at this level that the mass of the people can most effectively improve and develop their social services and in conjunction with community development improve their economic position.

59. It is difficult to generalize on the subject of local government in East and Central Africa, since conditions vary so greatly and the local government bodies themselves vary from the highly organized and efficient municipal councils of towns like Nairobi to primitive gatherings of elders in remote rural areas. But in the field of African local government in the rural areas the policy has everywhere been to make the local government bodies more efficient and more representative ; to help the weaker ones towards full strength and stature by encouraging amalgamations ; to assist all of them to become stronger financially by imposing rates or by other appropriate means ; to encourage the formation of councils comprising not only traditional chiefs and elders but also popularly chosen representatives of the people, including the more progressive educated elements ; to train local government staff ; to encourage the formation of committees and the appointment of specialist councillors. In order to help the rapid development of local

government on sound lines, local government branches of the central governments have been strengthened and local government training in the United Kingdom is provided for officers concerned with this branch of administration. Here tribute must be paid to the local government bodies in the United Kingdom, who have generously helped to provide the practical experience of established institutions which is so valuable to those whose task it is to develop local government in Africa.

60. To provide technical advice and assistance a Local Government Panel was set up in London in 1948 to advise the Secretary of State and the Colonial Governments on all matters relating to local government in colonial territories. The panel consists of leading experts in local government in the United Kingdom and has proved to be of very great value.

### **Local Government in Urban Areas**

61. The European Committees have contributed much to local government in municipalities and townships and Indians have also played a very considerable part. The Africans in the towns, whether seasonal workers or permanent town-dwellers, are of many tribes, and independent at any rate for the time being of their tribal authorities. It is therefore the more important that municipal government bodies should possess the means of consulting the various communities. In Central Africa there are African advisory councils in most townships; those in the larger towns of Northern Rhodesia, where a large proportion of the African population is concentrated in the African townships of the mining areas, send representatives to the African Provincial Councils. In East Africa all but the smallest town and township authorities include European, African, Asian, and where appropriate Arab councillors. Somaliland has its town committees.

62. "The Nairobi Municipality", the Governor of Kenya, Sir Philip Mitchell, has said, "enjoys a greater degree of practical autonomy than the Government of the Colony". Legislation enacted in 1947 permitted the Nairobi Municipal Council to raise loans on the security of its own assets and revenues, subject to the consent of the Governor, and, in the case of loans raised outside the Colony, of the Secretary of State. The first such loan, of £1,500,000, was raised in 1949, partly in Kenya and partly on the London market. The estimates of the Nairobi Municipal Council no longer have to be submitted to Government for approval.

63. An Aldermanic Bench was added to the Nairobi Municipal Council in 1946; and in March, 1950, His Majesty The King conferred on Nairobi the dignity and status of a city, the first to receive this honour in an African colonial territory.

64. His Royal Highness The Duke of Gloucester, by command of His Majesty, handed the letters-patent to His Worship the Mayor at a ceremony at the Town Hall on the 30th March, 1950. Before the presentation His Royal Highness accepted from His Worship a silver pepper muffineer containing 30 East African peppercorns, in discharge of the nominal rents payable for Crown lands of which the municipal council has been the tenant during the past 30 years. The Governor of Kenya presented to the Mayor the silver-gilt and ivory mace which is the Government's gift to the new City Council. Gifts of plate were made by the Governors of Tanganyika and Uganda on behalf of their Governments, and the Mayor of Kampala handed over the gift made by the Kampala Municipal Council, a gilt and enamel chain for the Mayoress. The grant of city status was made to celebrate the fiftieth anniversary of municipal government in Nairobi.

65. The five other municipalities of Kenya are Mombasa, Nakuru, Eldoret, Kisumu, and Kitale, the last having been added in 1947. Their Municipal Boards, unlike the Municipal Council of Nairobi, are still required to submit their estimates of expenditure to the Central Government for prior approval. Revenue is mainly raised by the imposition of rates on unimproved site values; the Mombasa Municipal Board is exceptional in imposing in addition a rate of 5s. 7d. per cent. on improvements to site values, i.e. buildings, etc. The Government pays a contribution in lieu of rates on Crown property, and makes grants for various services, e.g. roads, staff, public health. The 1947 legislation on municipal loans covered the other municipalities, but has not yet been applied to them.

66. In Uganda, the Local Government (Municipalities) Ordinance of 1947 gave power to the Government to create municipal councils and boards empowered to levy rates and run social services with a measure of freedom from Government control. Up to date the Kampala Municipal Council is the only one so established.

67. Tanganyika's first municipal council was set up in Dar es Salaam in January, 1949. Its membership comprised three European councillors, three Asian, three African, and one Arab, with two councillors nominated by Government. By the end of the first year it had been realized that this establishment provided too few men with enough experience to act as chairmen of committees; it was not merely that Asians and Africans with the requisite qualifications were hard to find, but even in the European community there is a lack of the type of man from whom town councillors are drawn in Great Britain—substantial professional or business men who have reached the stage in their lives at which they can afford to give less time to their work and more to the service of their community. To ease the burden on the most active councillors, the membership of the Council was increased to 25; the proportion of unofficial members from the different groups was maintained. An African Advisory Council has been created in Tanga, comprising the two African members of the Township Authority *ex officio*, eight popular representatives, one selected by each of the eight *mitaa* into which the township is divided, and two other members nominated by these ten in consultation.

68. Zanzibar Town Council and Ng'ambo Council were established under the Townships Decree of 1944. Throughout 1949 the two councils sat jointly, and with effect from the 1st January, 1950, they were fused into a single town-council. The power of the two Town Councils to make by-laws had never been exercised, and they had remained in effect advisory only, but the new authority exercises a greater executive responsibility. There are four Government nominees, including the Senior Commissioner, who in the initial stages sits as chairman; the rest of the Council is made up of Arabs, Africans and Indians (four each), one European, one Comorian and one Goan.

### **Local Government in Rural Areas**

69. African local government bodies in the rural areas are being moulded gradually in accordance with the general policy of development which has been referred to. Units of local government are being developed of a sufficient size to be financially strong and thus capable of maintaining efficient staffs for the operation of social and other services, but not so large as to be too distant from the people. The size of the units varies according to the local geographical and social circumstances. Where the units necessarily cover a wide area subordinate local government units at the village or rural area are formed so that the people will be in close touch with the working of their own local government bodies.

70. Where there are traditional authorities it is recognized that they have a most important part to play in local government, but the councils are gradually being made more representative of all other elements of the people and an increasing representation of popularly selected councillors is being secured. In some places indirect election has been adopted, and the local government councils have been fitted into a pyramid of electoral colleges, through Provincial and Territorial Representative Councils, to the Legislative Council of the territory.

71. As rural local government bodies increase in efficiency and in financial strength they are being called upon to assume increasing responsibility for local social and other services where they are willing to assume them. Inquiries have been conducted into the division of responsibility between central and local government in most territories and into the financing of local government services. In some instances increased rebates from central government tax have been granted and grants are being given for the performance of specific duties. In most places local government bodies have willingly imposed local rates or levies for general or specific purposes and the tendency is for them to rely more and more on this source of revenue to finance their activities.

72. Endeavours have been made to improve the quality and qualifications of local government staff by providing training and by adjusting conditions of service to conform more closely than hitherto with the conditions of service enjoyed by central government employees.

73. The main developments in local government in the different territories are described in the paragraphs which follow.

74. *Uganda*.—The Kingdom of Buganda was originally divided into *sazas* or counties, the *sazas* into *gombololas* (sub-counties), and the *gombololas* into *murukas* (parishes). Before the coming of the British, there were no organized councils (in the generally accepted sense of the term), but the Kabaka and his chiefs were in the habit of consulting their advisers in matters of importance. The 1900 Agreement between the Kabaka and Her Majesty the Queen's Special Commissioner recognized the Great Lukiko or Council of the Kabaka, consisting of the three Ministers, the 20 *saza* (county) chiefs and 66 nominees of the Kabaka.

75. The "Law for selecting unofficial representatives to the Council", passed by the Lukiko in 1945, allocated a proportion of seats, originally fixed at 31 and raised in 1947 to 36, to non-official representatives chosen by a system of indirect election. The Kabaka, to whom the 1900 Agreement left the nomination of members, agreed to consider nominating to the Great Lukiko persons elected in accordance with the 1945 law.

76. The system of indirect election is through the hierarchy of councils in each of which the non-official members act as electoral colleges. Election begins in the Muruka Council, at the parish level, which consists of the muruka chief as chairman, all the landowners in the area and two members elected by ballot by every taxpayer in the muruka over the age of 21. The Gombolola Councils, at the district level, consist of the gombolola chief as chairman, muruka chiefs *ex-officio*, and all the elected members from the Muruka Councils. These elected members form an electoral college to elect one or two of their members to the Saza Councils. The Saza Councils, at the county level, consist of the *saza* chief as chairman, gombolola chiefs *ex-officio* and the non-official members elected from amongst themselves by the non-officials in the Gombolola Councils. These non-officials in turn form

an electoral college to elect from amongst themselves non-official members to the Great Lukiko. Thus, in order to sit in the Great Lukiko, a non-official member must have been elected at all three levels, muruka, gombolola and saza.

77. Discussions are at present in progress between the Protectorate Government and the Government of Buganda which will result in increased participation by non-officials in the administration of the country. Suggestions include an increase in the number of non-official representatives on the Great Lukiko, a proportion of whom would be elected at the saza level thus avoiding the need to pass through three stages of election, and the devolution of greater responsibilities on to the Councils, particularly, at first, the Great Lukiko and the Saza Councils.

78. The Rulers of the three Agreement States of Ankole, Bunyoro and Toro each had, and have, their Prime Minister and Council. In other Districts, where there is no paramount chief, the native authority consisted of the District Native Council with its President and Secretary, the chiefs exercising executive authority.

79. In March, 1948, a formal declaration of policy announced the intention that local government in the Eastern and Northern Provinces, and to an increased extent in the Western Provinces and in Buganda, should be administered through the councils system. Provincial Councils were set up in the Eastern and Northern Provinces in 1948, and in the Western Province the following year. The African Local Government Ordinance of 1949 established the District Native Councils and the Councils of Ankole, Bunyoro and Toro as African local government bodies.

80. African local government bodies comprise *ex officio* members, elected members, and nominated members in numbers prescribed by the Ordinance. *Ex officio* members include the Secretary General, the Treasurer, the Head of the Native Court (when one is appointed), and the county chiefs; in the Agreement States one minister is also included. Nominated members are in some cases appointed by the District Commissioner after consultation with the *ex officio* members; in other cases, equal numbers are appointed by the District Commissioner and by the *ex officio* members. Except in the Agreement States, where the appropriate minister of the traditional government presides, the councillors elect their own chairman from among the *ex officio* members.

81. The responsibilities of councils grow from the lower to the higher levels. Parish Councils are charged with such matters as the closing of over-grazed areas, the enforcement of soil conservation measures and the maintenance of wells and boreholes; and there is no doubt that the orders on these subjects have been more fully observed since the councils undertook their enforcement. County Councils maintain appointment boards which nominate parish chiefs, subject to the District Commissioner's approval.

82. African local government bodies maintain a number of standing committees. Since the reorganization of the financial side of local government at the beginning of this year, they all have a Standing Finance Committee. These are responsible for preparing the local authorities' budgets, which are debated by the full council before being passed to the Provincial Commissioner for approval. An important reorganization of the financial side of local government took place at the beginning of 1950, by which all African local government bodies, except in Buganda, were given an increased responsibility, executive and financial, for a number of services including primary education, public health, agriculture, veterinary services, etc., which had previously

been financed directly by the Protectorate Government. Accordingly the rate of the poll tax, which is payable to the Protectorate Government, was reduced from its former level, varying with each district, to a uniform flat rate of Sh.6 per head per annum, and an increase proportionate to this reduction was made in the Native Administration tax, which is payable to the Native Administrations. The Native Administration tax, thus increased, is retained *in toto* by the African local government bodies for financing their extended services, and the rebate, formerly paid by the Protectorate Government to the native authorities at percentages varying from 20 per cent. to 50 per cent. has been terminated. The African local government bodies thus have a source of tax revenue of their own, which they can vary and increase, to meet the needs of their own services. The rates of the Native Administration tax are fixed by the local government bodies each for their own district, subject to the Governor's approval. Furthermore, in cases where this new allocation of revenue does not meet a local authority's newly assumed liabilities (in practice, every district except two), the Protectorate Government pays a subvention to them to meet the difference.

83. Buganda, which enjoys a special status arising from its treaty relationship with the Protectorate Government has at its own wish remained outside this new financial organization, and has not acquired the added responsibilities and increased sources of revenue which have been entrusted to the other local government bodies under these arrangements. The Buganda chiefs continue to collect the poll tax on behalf of the Protectorate Government from which the Buganda Government receives a rebate of 25 per cent. (recently increased from 20 per cent.). This rebate together with the *luwalo* tax, imposed by the Buganda Government and the equivalent of the Native Administration tax in the other provinces, provide an important part of the Buganda revenues for financing local services.

84. The standing committees of African local government bodies make recommendations for the appointment of county and sub-county chiefs; to ensure impartiality these committees are composed of elected, nominated and *ex officio* members from among the members of the District Councils. Councils are appointed in the first instance for three years. The Eastern, Northern and Western Provincial Councils, unlike the Buganda Lukiko, are advisory bodies apart from their important duty of putting forward for the Governor's consideration the names of African members to sit in the Legislative Council. Membership of the Provincial Councils comprises Ministers of the local government bodies *ex officio*, representatives of the local government bodies elected by the members from among their own number, and members nominated by the Provincial Commissioners.

85. *Kenya*.—Kenya has seven European District Councils, which have done valuable work. Only Nairobi District Council has so far adopted a system of rating; it is this year expending a portion of its accumulated rates fund as interest and redemption on a loan raised from the Central Government for the establishment of a kindergarten school for European children.

86. The District Councils derive almost their entire revenue at present from Central Government funds supplied for capital and road maintenance works. There are however signs of a growing movement directed towards the expansion of District Council's responsibilities and this is receiving every encouragement from the Central Government.

87. A Bill which marks a notable advance in the control of local affairs in African areas by the Africans themselves was given its second reading in the Kenya Legislative Council in January, 1950, and passed to a

Select Committee for further consideration. The Bill provides for the replacement of the existing Local Native Councils by African District Councils, endowed with increased powers and responsibilities. The Bill brings African local government procedure and practice more into line with that prevailing in the United Kingdom.

88. The Local Native Councils of Kenya, which in future will be known as African District Councils, have, unlike the councils of Uganda, no roots in tradition. The first of them were statutorily created in 1925; the Native Authority Ordinance of 1937 considerably extended their powers; and by the end of the war Councils had been set up in 26 Districts. By 1949 elected members were in a majority on all of them; while District Commissioners continued as their presidents, Councils elected vice-presidents from among their numbers, and recent practice has been for the District Commissioner to retire for part of the Session, during which time deliberations continue under the chairmanship of the vice-president. This procedure is general throughout the Nyanza and Central Provinces.

89. The preliminary draft estimates of these Councils, which have usually been prepared by the permanent paid secretaries in conjunction with the District Commissioners, are considered by the Councils' Finance and General Purposes Committees. After approval by the Council the estimates are submitted to the Standing Advisory Committee at the Secretariat, which comprises the Chief Native Commissioner as chairman, the Commissioner for Local Government, the Assistant Financial Secretary and seven African members: the comments of this Committee are confined to matters of financial practice.

90. The revenues available to Councils are obtained from grants by the Government, fees, licences, and royalties, rates, betterment funds, and Court fees and fines. There is no system of Central Government rebate from taxation revenues in Kenya, since local rates on a poll basis are in operation. These rates are now widely levied by the Councils and have risen considerably in every District. They are as much as Sh.9 per annum in parts of the Nyanza Province and Sh.8 in a few parts of the Central Province; elsewhere they range between Sh.3 and Sh.6. The total revenue of African local government bodies from rates in 1949 amounted to £237,500, as against some £65,000 in 1939; this represented about 35 per cent. of their revenue. With this important development in local rating and the raising in recent years of the poll tax to Sh.15 a year, the contribution of the African community towards the public administration has risen substantially in comparison with pre-war days. The two contributions are generally consolidated into one sum; in those rural areas where there is no Council, and consequently no local rate is imposed, a sum of Sh.2 is added to the poll tax due and allocated to the Native Trust Fund, being applied partly to Local Native Councils and partly to areas in which there are no such Councils. In the city of Nairobi and the municipality of Mombasa the poll tax and local native rate contributions of Africans have been consolidated at a flat rate of Sh.22 a year, of which Sh.15 goes to the Central Government as poll tax and the rest is allocated between the Native Trust Fund, the municipality and the Council of the taxpayer's home district.

91. A number of Councils have agricultural betterment funds, the revenues of which are derived principally from a cess levied on the sale of maize. In Nyanza Province a transport pool has been set up which gives a uniform price to the producer, however far he may be from the railway. From this up to Sh.3.40 per bag is paid into the betterment fund of the Council concerned. Betterment funds financed in much the same way have also been established in the Central Province.

92. Half the revenues accruing to betterment funds are made available to Local Native Councils for any purpose they desire, but one-half is expressly reserved for agricultural improvements. In Nyanza Province, Kenya's principal source of African-grown maize, agricultural betterment funds in 1950 are estimated to produce £100,000 in Northern Nyanza District, £30,000 in South Nyanza, £7,000 in Central Nyanza, and £18,500 in Kericho District, where the Kipsigis people only began to grow maize for the first time during the wartime production drive.

93. Shortly after the war it was felt that the time had come to establish some form of council at a lower level than the District, as a link between the District Councils and the people. The setting up of Location Councils was accordingly begun in 1946. As a rough guide, there are about 20 Location Councils to a District, varying naturally with the size and population of the District; the members of the Location Councils are selected by popular acclamation, in the absence of the chiefs. Generally council meetings are held under the chairmanship of the chief, but in parts of Central Province the chief does not take part in his councils' deliberations. Minutes are kept of the proceedings at all sessions.

94. Location councils are purely advisory in their functions, and have no financial authority. In South Nyanza, however, it has sometimes happened that schemes for local services have been worked out by Location Councils and forwarded to the Local Native Council, which has provided finance for them. In the Central Province, as an experiment, Location Councils were used as electoral colleges for the recent Local Native Council elections. It is too early as yet to express an opinion on the efficacy of this method.

95. The African District Councils Bill of 1950 was drawn up after over three years of study and consultations. Each of the 26 Local Native Councils considered it and with detailed reservations accepted it; and three of the African members spoke strongly in its favour when it came up for second reading in the Legislative Council. The Member for Health and Local Government, in presenting it, expressed his opinion that the Bill would be of far greater importance to the Africans of Kenya than any addition to the number of African members on Legislative Council.

96. The constitution of the African District Councils which the Bill sets up is left largely in the hands of the Provincial Commissioners. The District Commissioner is a member *ex-officio*; the remainder of the Council comprises elected and nominated African members, the elected majorities at present found in Local Native Councils being of course maintained. Provincial Commissioners prescribe the method of election to councils and appoint the president, though it is to be foreseen that some councils may be authorised to elect both president and vice-president themselves.

97. The new African District Councils will be bodies corporate which can sue or be sued. They will have far-reaching and comprehensive powers to make by-laws, and greater powers than the existing Local Native Councils to raise money by taxation. Provision is made to enable them to co-operate with other councils in matters requiring joint action, and to set up joint committees with specified powers. Many of the duties at present carried out by chiefs and headmen will in future fall to the councils and their employees.

98. Described as "the mainspring of the whole affair" is a standing committee for African District Councils. Three of its members are to be officials, while the remaining six are to be Africans, including two African members of the Legislative Council.



99. *Tanganyika*.—The most significant event in the devolution of the powers and duties of the Central Government in Tanganyika since the war has been the introduction of Provincial Councils on which all races are represented. The Lake Province Council was the first to come into being, in 1949; during the first few months of 1950 a council was formed on similar lines in the Southern Highlands Province. Others are under discussion.

100. The Chairman of the Lake Province Council is the Provincial Commissioner. Sitting with him are nine official members (the senior officers of six departments *ex-officio*, and three members nominated by the Provincial Commissioner) and nine unofficials, of whom two are European, two Asian, and five African. Of the African members, three are representatives of Native Authorities or men who can put the local government point of view; one represents the town-dwelling Africans of the Province; and the choice of the fifth is without restriction. Membership is for one year, and is subject to the Governor's approval. The Council holds full meetings three times a year, its work being carried out mainly through standing committees.

101. It is hoped shortly to introduce election to replace nomination of the African members. The electoral college principle is envisaged for this purpose, using the chief's councils, Native Authorities, and Superior Native Authorities.

102. The Southern Highlands Provincial Council is constituted on similar lines, having three European, four African, and two Asian unofficial members in addition to the officials; its committees were nominated at the opening meeting, held in March, 1950.

103. The Councils' powers to control subordinate staff in certain Departments implies a considerable decentralization of responsibility from the Central Government. Councils are responsible for the expenditure of funds as follows:

(a) Funds provided to cover the activities of the provincial administration and the agriculture, forestry, veterinary, tsetse survey and reclamation departments, excluding research and the salaries and expenses of certain of the higher grades; and the cost of provincial development schemes; and

(b) maintenance of and minor improvements to public buildings and roads and bridges of Grades A and B, with certain other public works expenditure.

104. Below the Provincial level, African local government in Tanganyika, being closely based on traditional tribal institutions, presents a somewhat uneven appearance from one area to another, the recognized native authorities varying very much in size and in the extent of their development. Popular representation is being grafted on to the existing institutions, which are themselves being fused or federated wherever possible to eliminate inefficient small authorities.

105. The degree of popular representation tends to rise from the lower to the higher levels of government. Many village councils have been formed, commoners being selected by popular acclaim. Sub-chiefs in charge of village groups are increasingly accepting people's members on to their councils. All chiefs' councils now include a certain number of elected members, while at the District level the chiefs sit together with commoners in the all-African District Councils. An exception to this is found in the Bukoba District, where the Council of Chiefs (traditionally a somewhat autocratic body) and the Central District Council, comprising commoners chosen from advisory councils of elected village representatives, meet separately before holding joint discussions.

106. Among the most impressive developments has been the formation of the Chagga Native Authority Council. Up to 1946 the Chagga tribe comprised 19 separate and mutually jealous chiefdoms. In 1946 three paramount chiefs were recognized with sub-chiefs in charge of the former chiefdoms. Each paramount chief had his Divisional Council, comprising the deputy chief, various sub-chiefs, and two councillors from each sub-chiefdom, one nominated by the paramount chief and one selected by the people. The Chagga Native Authority Council consists of the three paramount chiefs, their deputies, and one councillor from each sub-chiefdom nominated by the appropriate paramount chief.

107. Divisional Councils are now empowered to choose the paramount chiefs, subject to the Governor's approval, and the deputy-chiefs, subject to the Provincial Commissioner's approval; they also advise paramount chiefs on the appointment of sub-chiefs. The three existing paramount chiefs, however, were in fact appointed by the sub-chiefs, the former independent chiefs. Sub-chiefs are no longer necessarily selected from the traditional ruling families, if these can present no suitable candidate; nor are they now appointed for life, but for so long as they carry out their duties efficiently.

108. The Visiting Mission of the United Nations which toured Tanganyika in 1948 saw the Chagga Council in session and expressed itself as "impressed by the high level of the discussions, the force of arguments presented, the co-operative attitude during debate, and the parliamentary procedure which, at one point, involved the taking of a vote."

109. Comparable events have taken place in Sukumaland in the Lake Province. Federation of all the Native Authorities now included in Sukumaland was suggested spontaneously at a meeting of all the Sukuma chiefs as long ago as 1932. Little progress was made during the ensuing period of financial depression and war, but in 1945 the 51 chiefs of the four (now five) districts concerned were enabled to fulfil their wish to federate. They chose as their headquarters Malya, almost the geographical centre of the area.

110. The Federal Council of Sukumaland, representing a little over a million people, controls an amalgamated treasury and deals with matters of policy and local administration. It has been recognized as a Superior Native Authority, to which all existing Sukuma native authorities are subordinate. Council meetings are held twice a year, while the Executive Committee—renamed in 1948 the Advisory Committee—meets more frequently.

111. After the first few meetings of the Federal Council the suggestion was made, and readily accepted by all but a few of the chiefs, that peoples' representatives should take part in the Council's deliberations; and in November, 1948, on the occasion of the ceremonial opening by the Acting Governor of the new council chamber at Malya, *bagunani* (assistants) took their place beside the chiefs. These leaders of the younger men—to be distinguished from the elders who have always acted as chiefs' advisers—are chosen by a system of indirect election, and number about 70.

112. The chiefdoms of Sukumaland vary in strength from a few hundred taxpayers to over 20,000. Since the introduction of the system of indirect rule in the 1920s there has been a marked tendency for these chiefdoms to federate among themselves: some of these federations have been in existence for more than 20 years, while a recent example is the establishment of the Mweli Federation, comprising well over 30,000 taxpayers—this is itself a federation of two previously existing federations.

113. These two examples of development in African rural government are outstanding, but they are not exceptional in principle. The formation of chiefs' and sub-chiefs' councils is proceeding throughout the territory. It should be made clear, however, that the demand for such measures does not to any great extent stem from the people; the initiative is still largely with the British administration and some of the more progressive chiefs and elders.

114. Revenues of native treasuries, from rebate on hut and poll tax, rates (in a few areas), and receipts from native court fees, licences, market dues, etc., are rising steadily as native authorities assume more executive responsibility. Twenty years ago the total revenue of native treasuries was about £150,000. To-day it is nearly half a million pounds, and reserves total £400,000.

115. *Zanzibar*.—The first application of democratic principles to rural government in Zanzibar dates from the passing of the District Administration and Rural Local Government Decree in 1948, which authorized the setting up of mudirial and local councils. These councils are designed to be fully representative of all significant sections of local populations: the Mudirial Council are to advise *mudirs* particularly in areas of mixed population, while the local councils only operate in areas containing a locally resident population. Local Councils have power to make by-laws (which require the approval of the Senior Commissioner), and with the Financial Secretary's assent to impose rates for local government services.

116. Initial progress in the rural areas has been disappointingly slow. The African people have no tradition of self-help, and are inclined to the attitude that what the British have been doing very well for a long time they should continue to do. In three out of the five existing Local Council areas opposition at one time reached the point of boycotting men who offered to serve on the councils. It is perhaps relevant to remember that the Africans of Zanzibar pay no direct tax; and the fact that Local Councils, if they are to be effective, will have to raise revenue by direct local taxation is a formidable obstacle to their ready acceptance by the people.

117. *Northern Rhodesia*.—In Northern Rhodesia the traditional structure of tribal government varied from the highly organized Barotse Native Government, with a Paramount Chief at its head and an elaborate system of Councils at the centre controlling the many tribes of Barotseland, to the dispersed and ill-organized tribal units of the central area where little cohesion of tribal authority existed. Between these extremes there were tribal units controlled by chiefs or paramount chiefs assisted by traditional councillors and elders, the strength of the tribal organization varying with the strength of the tribe.

118. What tribal government existed at the beginning of the century was somewhat weakened by the adoption of a system of direct rule in the early days of British Administration, except in Barotseland where the traditional powers of the Paramount Chief and his Council were specially preserved by agreement.

119. Thus the foundation on which a sound local government structure is being built varies considerably in different parts of the territory. But everywhere the objectives are the same: to make full use of such traditional authorities as exist in order to preserve cohesion and the administrative experience which traditional leaders possess; to strengthen the traditional councils by the addition of representatives of the more progressive elements; and to increase the efficiency of the staff by providing suitable training and appropriate conditions of service.

120. In an attempt to obtain the services of the best men on the local government bodies, men of tribal standing and of education and good character are being appointed specialist councillors to take charge of divisions of local government work. They are being popularly selected in most instances and appropriately paid. They are responsible to the Councils for such services as health, education, agriculture.

121. In Barotseland with its highly centralized administration the Paramount Chief and National Council in 1947 appointed a Council of the Commoners, the *Katengo*. This Council consisted at first of five members nominated from each of the administrative districts by the Paramount Chief in consultation with the Administrative Officers. In 1948 the electoral system was introduced and one man will be elected in each district each year to replace one of the existing nominated members. In the Districts of Barotseland there are Councils which are modelled on the traditional Barotse pattern and consist largely of an oligarchy of men of tribal standing but the Councils are slowly being made more representative of all sections of the community.

122. In the Northern and Eastern Provinces of Northern Rhodesia the old Native Authorities consisting of traditional chiefs and councillors were completely reorganized during 1947 and 1948. The smaller subordinate Native Authorities were abolished as statutory bodies and the tribal Native Authorities made into efficient agencies of local government. They now consist of chiefs, traditional councillors, elected councillors and specialist councillors responsible for definite departments of local government as described above. Similar reforms are in progress in other Provinces and it is reported that generally the Africans have appreciated the need for the changes and have readily accepted them.

123. With the strengthening of the African local government structure it has been possible to devolve further duties to the local government level, and, in order to regularize this and to ensure that the structure is built on a sound financial basis, a Committee was appointed in 1949 to inquire into the financial relations between the Government and African local authorities and into the system of the direct taxation of the Africans. The report of this Committee is still under consideration. It is worthy of note that most African local government bodies have shown a willingness to impose local rates and levies and are increasingly doing so.

124. A difficulty in forming a strong local government structure in Northern Rhodesia is the sparseness of the population and there is a need to ensure that the reorganized system is firmly based on representative Councils at the lowest level. With this in view efforts are being made to set up area or parish councils but little progress has been possible so far.

125. Native Authorities can make orders, subject to the veto of the Provincial Commissioners, and in the case of Subordinate Authorities to approval by the Superior Native Authority, which have the force of regulations under the law; these deal with such matters as agriculture, forestry, water supplies. Subject to the Governor's approval the Native Authority can also make rules constituting more important legislation for the peace, order and good government of the people.

126. During the war African Provincial Councils were started in Northern Rhodesia: the three set up in the Western Province have now been amalgamated, and one has been created in each of the other Provinces except Barotseland. Members of these councils are chosen from among the most progressive elements, and include chiefs and members of native authorities, teachers, traders, and others. The Provincial Commissioner concerned is

Chairman, and the councils meet once a year. The functions of the Provincial Council are advisory; they may raise and debate any matter they wish, and constitute vehicles of African opinion of which the Government makes full use.

127. No practical measure of financial devolution to Provincial level has yet been taken, but, as a theoretical experiment, information was supplied to the Provincial Commissioner of the Eastern Province of the details of amounts approved in the 1949 Territorial Estimates for expenditure by the various departments working in the Province, to give him and his provincial team a complete picture of the provision made for works and services in the Eastern Province during the year. Later in the year the Provincial Commissioner reported on the extent to which he and his team could have appropriately used the power, had it been given them, of switching expenditure from one item to another in accordance with local requirements, and the power of making use of a block allocation for development purposes. The Provincial Commissioner's report was placed before a Select Committee which is going into the whole question of provincial financial devolution.

128. From each of the Provincial Councils and from Barotseland delegates are elected to the African Representative Council, which was established in 1946. This Council has 29 members under the chairmanship of the Secretary for African Affairs. Its functions are advisory, except for its important duty of electing by secret ballot two of its members to sit in the Legislative Council.

129. *Nyasaland*.—The background to the problem of developing African local government in Nyasaland is similar to that in Northern Rhodesia, except that Nyasaland is more densely populated and that nowhere is there a highly organized Native Administration such as that of Barotseland. The size and effectiveness of the existing local government units varies greatly: the smallest chiefdom is reckoned to contain fewer than 300 souls, the largest, M'mbelwa, nearly 200,000. Set up under an Ordinance of 1933, the Native Authorities can make Orders and Rules in the same general way as the Native Authorities of Northern Rhodesia, and covering much the same subjects. Native Authorities may levy rates, and court fees and fines and certain Government grants may also be paid into their Treasuries. In all except three Districts, Native Authority Treasuries have been federated, with the aim of reducing overhead expenses and releasing more money for salaries and for expenditure on local betterment schemes.

130. In the past the Native Authorities worked under a handicap, in that there was no recognized chain of representation either upwards to the central legislature or downwards to the villages. Only in one or two areas was there a system of councils covering groups of villages; every village had its traditional council, a very fluid body at the meetings of which all had the right to speak. The aim of policy has been to provide an unbroken ladder of councils from the village level at the bottom to the Legislative Council at the top, by way of group councils at what might be called parish level, sub-chiefs' councils, the Native Authorities' councils, the Provincial and Protectorate Councils.

131. The first step was the creation in 1944 and 1945 of African Provincial Councils in each Province. These bodies, which are advisory, are composed of hereditary chiefs and such commoners as the Governor may appoint, on the Councils' own recommendation; they meet twice yearly under the chairmanship of Provincial Commissioners.

132. In 1946 these Councils were linked more closely with the Legislative Council by the creation of an African Protectorate Council, which, under the presidency of the Secretary for African Affairs, consists of eight members from the Southern, seven from the Central, and five from the Northern Province, with one of the African unofficial members of Legislative Council as an *ex officio* councillor. The membership at present comprises 13 chiefs and eight commoners. The African Protectorate Council chooses the panel of names from which the Governor appoints the African unofficial members of Legislative Council. For the rest its functions are advisory and consultative. It debates such matters as the rate of native tax and the powers of native courts : in 1948 it advised that a special rate of Sh.1 should be levied for African education.

133. Below the Native Authorities, a system of sub-chiefs', group, and village councils is being built up. A start was made in 1948 : the system is most fully developed in the Northern Province, where the remains of the military hierarchy of the Angoni provided a sound base to build on ; in the Central and Southern Provinces there are as yet few fully formed village councils.

134. Above the village councils in the Northern Province are the group councils. The members, comprising group headmen, village headmen, and commoners, are sent forward from the village councils. In the same way group councils send representatives to the sub-chiefs' councils, on which sub-chiefs, group headmen, and commoners sit. In the other provinces the system of indirect election is not yet universally in force ; the non-chiefs on group councils are nominated by headmen or Native Authorities ; there are no sub-chiefs' councils, and the Native Authorities themselves appoint the members—hereditary councillors and advisers sitting with outstanding village headmen and commoners—on their councils. In the Central and Southern Provinces, too, there are District Councils, comprising the Native Authorities and such commoners as District Commissioners may appoint, on Native Authorities' nomination ; these District Councils nominate the hereditary chiefs to sit on the African Provincial Councils.

135. The composition of councils at the lower levels is deliberately made flexible according to the reasonable wishes of the people and the changing needs of administration. The policy is to attain in the near future equal opportunity of representation for hereditary dignitaries and others, while retaining as far as possible the tribal structure of administration at Native Authority level and below. Several councils make provision for women members, and women now sit on the village, group, and sub-chief councils in the Mzimba District and the group councils of the Mlanje District.

136. *Somaliland Protectorate.*—The same conditions of existence which have held back the formation of a central legislature on which Somali might sit have *a fortiori* made it impossible so far to devise a satisfactory form of local government. Since the Somali are nomadic, devolution of authority must of necessity be on a tribal and not a geographical basis, and though the Town Committees have proved of value in advising District Commissioners in their administration of townships, the link between Government and the great majority is still by means of the Akils who are paid government agents. It is certain, however, that the Akils' authority is not as great as it was, and it is not to be relied on that what is agreed between them and the authorities will be readily put into practice by the tribesmen, who are among the most unpredictable of African peoples.

137. Proposals for a reorganization of the system of tribal representation have now been approved. As a start it is proposed to reorganize the present Akil system by limiting the number of Akils and raising their status ; in so doing, efforts will be made to preserve traditional leaderships where they are effective and in other cases to appoint representatives of good quality. Selected Akils would become tribal or local authorities endowed with limited powers for maintenance of law and order, control of grazing, watering, wood cutting, etc. ; the powers proposed are similar to those given under Part I of the Kenya Native Authority Ordinance, 1937. When the Akil system has been reorganized, it is proposed to form District Councils composed of tribal or local authorities and other selected Somali. At first, the District Councils would be advisory but as soon as possible they would be given limited executive powers. Ultimately the District Councils would be linked with the Protectorate Advisory Council to form a nucleus of a comprehensive system of popular representation.

## II. REGIONAL COLLABORATION AND LIAISON WITH THE UNITED KINGDOM

### **East Africa High Commission**

138. The advantages to be gained from the close co-operation between the East African territories are manifest. The economies of all three are linked. All the imports and exports of Uganda, and those of the Northern Province of Tanganyika, pass through Kenya's port of Mombasa. Posts and telegraphs and air communications are other obvious fields for collaboration. The three territories use a common currency and form a single unit for customs purposes. In many other spheres great benefits are to be obtained from a common approach. Research into a wide range of common problems is likely to be most effectively and most economically carried out by organizations formed inter-territorially, with financial and other resources pooled and duplication avoided. In defence matters, the East African territories must clearly work together.

139. The concept of inter-territorial co-operation in eastern Africa goes back to the Ormsby-Gore Commission of 1924. Thereafter a number of proposals were put forward for closer union of the East African territories, but none found favour with every territory or with every community in the different territories. An East African Governors' Conference with permanent secretariat was however set up in 1926, and included the British Resident in Zanzibar and the Governors of the two Central African protectorates. Kenya and Uganda already had joint railway and customs administrations, and in 1931 their joint posts and telegraphs service was expanded to include Tanganyika.

140. Inter-territorial activities continued to grow, and East Africa's war effort was organized to a very large extent inter-territorially. The first proposals to form an East African High Commission and Legislative Assembly were contained in Colonial No. 191, published in 1945. Discussion with the Governors and unofficial members of the Legislative Councils concerned led to the publication of Colonial No. 210, containing revised proposals, in March, 1947. These were approved by all the Legislative Councils, and the East Africa High Commission and Central Legislative Assembly were established with effect from the 1st January, 1948. The High Commission consists of the Governors of Kenya, Uganda and Tanganyika, the first-named acting as Chairman. The British Resident in Zanzibar is not a member, but Zanzibar participates by arrangement in some of the inter-territorial services. The services administered inter-territorially under the High Commission are grouped under four principal executive officers, the Administrator, the Commissioner for Transport, the Finance Member, and the Postmaster General.

Originally they consisted of the following:

- The Secretariat of the High Commission ;

- The Desert Locust Survey (incorporating the activities of the former East African Anti-Locust Directorate, now wound up) ;

- The East African Directorate of Civil Aviation ;

- The East African Directorate of Training (formed in connection with the demobilization of servicemen) ;

- The East African Income Tax Department ;

- The East African Industrial Council ;

- The East African Inter-territorial Languages Committee ;

- The East African Office in London ;

- The East African Posts and Telegraphs Department (self-contained and self-financing since the 1st January, 1949) ;



The East African Production and Supply Council, and all matters within its sphere ;

The East African Refugee Administration ;

The East African Research Services ;

The East African Statistical Department ;

The East African Tsetse Reclamation Department (now merged in the East African Tsetse and Trypanosomiasis Research and Reclamation Organization—see Chapter VI) ;

The Lake Victoria Fisheries Board ;

The East African Meteorological Department ;

Services connected with the maintenance of contact between the territories and the Defence Services ;

Services arising out of the functions of the High Commission as East African Air Transport Authority ;

Services of inter-territorial import arising from the operation in the territories of the East African Currency Board.

In the course of 1948 the following additional services were formed and came within the administrative sphere of the High Commission :

The East African Railways and Harbours Administration (self-contained and self-financing) ;

The East African Literature Bureau.

The East African Customs and Excise Department was formed as a High Commission service with effect from the 1st January, 1949.

141. The East African Central Legislative Assembly was set up at the same time as the High Commission, and held its first meeting on the 6th April, 1948. It provides a public forum for the discussion of those inter-territorial questions which are the responsibility of the High Commission. The Assembly has been established in the first instance for an experimental period of four years, at the end of which its constitution and powers will be considered *de novo*.

142. The Central Assembly has 23 members, of whom seven are *ex officio* members (officers in the High Commission's service) ; three are officials nominated one by each territory ; and 13 are unofficial members—one elected by the unofficial members of the Legislative Council of each territory ; one European, one Indian, and one African member nominated by the Governor of each territory (except in Kenya, where the European and Indian members are elected by the unofficial members of their communities in the Legislative Council) ; and one Arab member appointed by the High Commission.

143. The High Commission has legislative powers in respect of the following matters : appropriation providing for the expenditure of the High Commission and of the services it administers ; civil aviation ; customs and excise—administrative and general provisions, but not including tariff rates ; defence ; income tax—administrative and general provisions ; inter-territorial research ; Lake Victoria fisheries ; Makerere College ; meteorological services ; pensions, etc., of staff of inter-territorial services ; posts and telegraphs, telephones and radio-communications ; railways, harbours and inland water transport ; loan ordinances in respect of self-contained services ; and statistics, including census.

144. The establishment of the East Africa High Commission has involved no change in the constitution or status of the three territories, nor in the responsibilities of their Governments and Legislative Councils for the basic services such as administration, police, health, education, agriculture, animal health, forestry, labour, housing and public works.

145. The High Commission and the Central Assembly have completed, in the first two years of their existence, a great deal of the indispensable spadework on the integration and administration of the numerous inter-territorial services entrusted to them. In the field of research, they are responsible for the administration of important programmes, which may contribute greatly in the future to the advance of the whole region, in agriculture, veterinary science, medicine, fisheries and industry. They are also largely responsible for the campaigns against the tsetse, the mosquito and the locust, the three major pests of Africa. There is, in addition to the unified transport system covering ports, railways and inland waterways, on which the development of East Africa to a great extent depends, the amalgamated postal and telegraph services, the unified customs department and other important services. By the efficient despatch of its business, and the prevailing racial harmony, the East African Assembly has given a notable instance of the success of a genuinely East African approach to common problems. The conduct of affairs in the Assembly and its committees is a good augury for the future.

#### **Central African Council**

146. The three territories of Southern Rhodesia, Northern Rhodesia and Nyasaland share a number of common problems and are to some extent economically interdependent. Closer union between them has long been a political issue in Northern and Southern Rhodesia. A Royal Commission in 1939 found that measures for closer co-operation were highly desirable, possibly in the form of an inter-territorial council; but considered that in view of the difference in native policy between Southern Rhodesia and the two Protectorates, immediate amalgamation was not practicable. In 1944 His Majesty's Government proposed the creation of a standing Central African Council to secure the closest possible co-ordination of policy and action between the three Central African Governments in matters of common interest. The Council was established in 1945, and consists of the Governor of Southern Rhodesia as Chairman and four members from each of the other territories, including the Prime Minister of Southern Rhodesia and other Ministers, the Governors and Chief Secretaries of Northern Rhodesia and Nyasaland and two unofficial members from each of the two last-named territories. The Council has a Secretariat under a Chief Secretary.

147. The Central African Council is a purely advisory and consultative body. None of its decisions are binding on Governments: whether or not any action is taken following a recommendation by the Council depends entirely on the Governments concerned, in full accordance with the British tradition of Parliamentary responsibility.

148. When the Central African Council was set up, the only joint services enjoyed by the three territories were concerned with currency and meteorological services. Northern Rhodesia and Nyasaland, using the same currency as Southern Rhodesia, had representatives on the Southern Rhodesian Currency Board; and the Southern Rhodesian Meteorological Service operated certain stations in Northern Rhodesia and Nyasaland. Since the establishment of the Central African Council the scope of co-operation has been considerably increased. A number of standing committees have been

set up to advise the Council on such matters as research ; economic development and planning ; currency ; customs ; public relations ; education ; health ; agriculture, veterinary science, and forestry ; legal questions, and migrant labour. The Council's Secretariat was also made responsible for work in connection with the Inter-territorial Hydro-Electric Power Commission, and has acted as a co-ordinating body in the matter of air communications. It has also been closely concerned with port and rail problems and with the work of the Port and Rail Traffic Committee on the rationalization of Central African imports through the port of Beira.

149. In 1946, following work done by the Council's Civil Aviation Committee, legislation was passed in all three territories setting up the Central African Air Authority and Central African Airways Corporation. Full authority having been vested in these bodies, the Council was no longer directly concerned with the Airways Corporation. A Central African Statistical Office covering the three territories was recommended by the Council in 1946 and came into operation officially on the 1st January, 1948. The former Southern Rhodesia Archives Department now also covers Northern Rhodesia and Nyasaland, with the title of Central African Archives. The Southern Rhodesia Town Planning Office has extended its activities into the two protectorates. The possibility of Southern Rhodesia's making use of the Northern Rhodesia and Nyasaland Publications Bureau is being explored.

150. A Special Committee on Joint Research was appointed early in 1946. Financial considerations have so far made it impracticable to set up a comprehensive organization to undertake research throughout the region, but a Standing Research Advisory Committee co-ordinates research work proposed and undertaken in the three territories.

151. The Inter-territorial Hydro-Electric Power Commission was established jointly by the Governments of Northern and Southern Rhodesia in 1947, to investigate and report on the possibilities of hydro-electric power development in the Rhodesias with special reference to the Kariba and Kafue Gorges. The Commission employs its own hydrographic engineer and office staff, but the Central African Council is responsible for general supervision and administrative control.

152. Agreements have been reached on migrant labour and on broadcasting, and an African Broadcasting Advisory Board was set up. The Central African Instructional Film Unit was established jointly by the three Governments in 1946. Much work has also been done to improve road and telephone communications between the three territories.

153. In January, 1950, the Southern Rhodesian Government informed the Council that it would not feel able to continue its membership of the Council as at present constituted after twelve months had elapsed. The representatives of all three Governments were agreed, however, that some form of inter-territorial organization was necessary if co-operation between the three territories was to be made as effective and comprehensive as possible. A Committee was accordingly set up to examine the existing machinery and make recommendations as to possible alternatives. This committee in its report recommended the setting up of a secretariat to be known as the "Rhodesia-Nyasaland Inter-territorial Secretariat" under the control of an Inter-territorial Conference, which would meet at least once a year. This would consist of the Prime Minister of Southern Rhodesia and the Governors of Northern Rhodesia and Nyasaland and such other representatives as they would wish to bring with them. The Committee also recommended that, in future, discussions on all matters affecting the three territories should normally

begin at the official level. The responsible Ministers and their counterparts in Northern Rhodesia and Nyasaland would, however, be kept fully informed of what was taking place, and once decisions had been reached at the official level, the Governments could, if they approved them, implement them at once, without the necessity for debating them inter-territorially on a high level. If on the other hand high-level discussion proved necessary, an *ad hoc* meeting could be called. The committee emphasized throughout its report that the new organisation would be consultative only and that none of the recommendations of its meetings would be binding on any Government until that Government after full consideration had decided to implement them. The committee's recommendations have now been accepted by the three Governments and are being put into force.

### **Africa Conference, 1948**

154. An Africa Conference under the chairmanship of the Secretary of State was held in London from the 29th September to the 9th October, 1948. The Conference had no strict terms of reference and was not brought together with the object of submitting formal recommendations. It was intended simply to provide a convenient forum where non-official delegates from the African colonial territories could meet together to discuss their countries' problems, could exchange views informally with Ministers of the British Government and could have the opportunity of talking over their affairs with advisers and other experts in the Colonial Office.

155. It was generally agreed that the Conference had been a success, and at its conclusion the Secretary of State (the Right Honourable Arthur Creech Jones) said:

"It is not only that we have been able to look at the affairs of Africa as a whole—not only has West Africa heard what East Africa thinks and feels, East Africa has heard what Central Africa and West Africa think and feel—but also we have seen how complicated are many of the problems which have to be worked out. And we have also, I hope, got a glimpse of the position of Africa, not only within the Commonwealth, but also inside the greater world of which we are a part."

156. Excepting Somaliland, which has no Legislative Council, all the East and Central African territories sent delegations. These delegations consisted principally of non-official members, but included one or two officials. The East African Central Legislative Assembly was represented by a delegation led by the Administrator, Sir George Sandford. The subjects discussed included local government, information services, education policy, medical policy, agricultural production, economic affairs and defence. On the 8th October the delegates, who included members of all communities, African, Arab, Asian, European, were received by His Majesty The King at Buckingham Palace.

### **Representation in the United Kingdom**

157. The East African Office in London was responsible until shortly after the war for the representation in the United Kingdom of the Government of Northern Rhodesia as well as of the East African territories. In 1946, however, the Government of Northern Rhodesia decided to establish its own Office, and this was opened in September, 1947. Nyasaland had arranged for separate representation in 1940, when an independent organization was set up in Rhodesia House; new offices were opened early in 1949.

158. The functions of the Commissioners in charge of all three offices are roughly parallel. They include the giving of information on questions of settlement, commerce, residence and tourist travel, as well as the promotion of trade by helping to introduce the products of the territories in the home markets. The East African Office, which has been directly responsible to the East Africa High Commission since that was set up, issues an annual report containing a valuable survey of production and trade in East Africa. All these Offices have performed most valuable work, which has been greatly appreciated both in the territories and in London.

#### **Welfare Services in the United Kingdom**

159. The Kenya Government and all the other East and Central African Governments together have appointed two Liaison Officers, who are attached to the staff of the Director of Colonial Scholars at the Colonial Office, to look after the interests of students from their territories. There are at present in this country some 600 students of all races from the East and Central African territories following courses of higher study. The majority of all students pay for themselves, but most of the African students are here on Government scholarships.

160. The East African Governments have decided to set up an East African Club for men in London. It is intended for the use of all East African residents visiting or studying in the United Kingdom.

### III. INTERNATIONAL RELATIONS

#### United Nations

161. Chapter XII of the United Nations' Charter provided *inter alia* that territories formerly held under League of Nations Mandate might be placed under the international trusteeship system set up at San Francisco in 1945, by means of Trusteeship Agreements. His Majesty's Government, in recognition of the acceptance in 1921 of accountability for the good government of Tanganyika to the League of Nations, placed Tanganyika under the trusteeship system in 1946. The Trusteeship Agreement, which was approved by the General Assembly of the United Nations in its First Session in 1946, conveys to His Majesty "full powers of administration, legislation, and jurisdiction" in Tanganyika, subject to the provisions of the United Nations Charter. The Administration of Tanganyika is thus entirely the responsibility of His Majesty's Government; in a statement to the House of Commons in January, 1946, the Prime Minister reaffirmed that territories which had been administered by Great Britain under mandate for 25 years would remain under British administration, and that their inhabitants would still be British protected persons.

162. While His Majesty's Government retains full responsibility for the administration of Tanganyika, it has undertaken to submit annual reports on the territory to the Trusteeship Council and the Council is empowered to make to His Majesty's Government whatever recommendations it feels might benefit the people of the territory. Discretion to accept these recommendations, and absolute discretion as to the methods adopted to implement them, remains with His Majesty's Government. Inhabitants of Tanganyika, of whatever race, are entitled to address petitions to the United Nations. The Government of Tanganyika has appointed a Political Liaison Officer to represent Tanganyika at sessions of the Trusteeship Council and to compile the annual Reports.

163. In accordance with the provisions of Article 5 (b) of the Tanganyika Trusteeship Agreement, which empowers His Majesty's Government to constitute Tanganyika into a customs, fiscal, and administrative union with neighbouring territories under British administration, Tanganyika was included in the East African inter-territorial organization, described in detail in Chapter II, as from the 1st January, 1948. This step evoked considerable criticism from certain countries in the Trusteeship Council and the General Assembly of the United Nations, on two counts: first, that the inter-territorial organization implied a political association with Uganda and Kenya which would ultimately extinguish the status of Tanganyika as a trust territory; and secondly, that His Majesty's Government should have consulted the Trusteeship Council before establishing the administrative union. The United Kingdom representatives at the Third and Fourth Sessions of the Trusteeship Council and at the Fourth Session of the General Assembly firmly rebutted these criticisms, pointing out, first, that inclusion in the East Africa High Commission involved no change in Tanganyika's political status, and, secondly, that, since the Trusteeship Agreement specifically permitted administrative unions, prior consultation with the Trusteeship Council was unnecessary and (in view of the fact that His Majesty's Government has full powers of administration in Tanganyika) would have involved an extension of the Council's powers, which are supervisory only. At the Fourth Session of the Trusteeship Council Sir George Sandford, Administrator of the East Africa

High Commission, attended in person to give a full explanation of the relationship of Tanganyika to the inter-territorial body. The question of administrative unions involving trust territories has however since been debated in the General Assembly, and the Council has been invited to continue the study of the issues set out above.

164. The United Nations' Charter empowers the Trusteeship Council to send Missions, consisting of members of the Council, to visit trust territories from time to time in order to acquaint themselves at first hand with local conditions. These are not in any sense inspecting bodies, but are designed to widen the knowledge and experience of the Trusteeship Council and to enable it to discharge its tasks more effectively. A Mission visited Tanganyika in 1948 and reported to the Trusteeship Council.

#### **Co-operation with other countries in Africa**

165. The East and Central African territories have played their full part in the programme of co-operation with other countries in Africa, designed to secure a common approach to those technical problems which affect all or many of the African territories. This programme has covered such subjects as air communications; surface transport; scientific research in all its forms; measures against locusts, the tsetse fly and rinderpest; fisheries and nutrition; the problems of labour; soil conservation; and rural economy generally. The East and Central African territories have co-operated with Southern Rhodesia and the Union of South Africa; with the Belgian Congo and Portuguese East Africa; with the Anglo-Egyptian Sudan; and with Madagascar. They have also taken part in the programme of technical conferences arranged to cover Africa south of the Sahara generally—a programme which will now continue under the aegis of the Commission for Technical Co-operation in Africa south of the Sahara.

166. Among those which have been held in Africa has been a conference on tsetse and trypanosomiasis at Brazzaville in February, 1948, as a result of which an International Bureau has been set up at Brazzaville-Léopoldville to facilitate the rapid exchange of information between workers in the field and to co-ordinate and guide future entomological research by an international Scientific Committee. In the same month these territories were represented at a Labour Conference held at Jos in Nigeria, where labour policy in Belgian, French and British territories in Africa was discussed. In the following October Nairobi was the seat of two international conferences on rinderpest. The first conference organized by the East Africa High Commission was attended by experts from most African territories, and arrangements have now been made to co-ordinate anti-rinderpest measures throughout the territories in Africa south of the Sahara. The second conference was sponsored by the Food and Agriculture Organization of the United Nations, and discussed methods of immunization and international control of the disease.

167. The problems of soil conservation were discussed at a further international conference held in the Belgian Congo in November, 1948, and the representatives of the East and Central African Governments took a leading part in the discussions which have led to the setting up of an Inter-African Information Bureau on Soils. Research workers from East and Central Africa attended a Nutrition Conference in the French Cameroons in October, 1949. Administrative and specialist officers from these territories were present at a Conference on Indigenous Rural Economy, held in Nigeria in November, 1949. The East Africa High Commission has been responsible for organizing at Nairobi an international conference on pre-history in 1947 and one on African touring in 1949.

168. The East and Central African Governments have also been represented at conferences held in Europe. These have included a conference on phyto-sanitary matters, which was held at the Colonial Office in London in 1948, and an important conference on surface transport problems in East, Central and South Africa held at Lisbon in 1949.

169. Arrangements exist for the discussion of problems of local concern with neighbouring foreign Governments, and close liaison is maintained with the Governments of the Belgian Congo and Portuguese East Africa. Among the matters which have been discussed with these territories, are migrant labour and fisheries. Red locust control, which needs continuous and active liaison between territories, is maintained through a service with headquarters at Abercorn in Northern Rhodesia ; the Director is a Belgian.

170. To further close relations, Sir Philip Mitchell, Governor of Kenya, paid a visit to Madagascar in 1947 and later in the year the High Commissioner from Madagascar visited East Africa. In the following year Monsieur Wigny, the Belgian Minister of the Colonies, paid a visit to Kampala and Nairobi and discussed measures to be taken for closer co-operation between the East African territories and the Belgian Congo. Apart from these official visits, informal meetings are continuously taking place between British officials in frontier areas and their opposite numbers in Belgian or Portuguese territory. Early this year the Provincial Commissioners in the southern district of Nyasaland visited Mozambique to discuss local problems, and arrangements have been made for periodical meetings of this kind.



## IV. FINANCE AND COMMERCE

171. When General Cunningham's forces swept northwards through the Italian defences to liberate Somaliland and restore Ethiopia to its Emperor, eastern Africa, freed from the threat of invasion, turned to the rôle of a base and source of supply. The rôle brought with it a degree of material prosperity beyond anything the region had known in the past. It was not only that the fighting services spent millions of pounds; there began also a new demand for eastern Africa's foodstuffs and raw materials.

172. Expenditure naturally rose sharply, the result not only of the territories' contribution to the war effort but also of steeply rising prices. But, with so much more money in circulation and in the banks, revenue easily kept pace. It was from higher taxation and increased Customs and Excise duties that the Treasuries' growing demands were chiefly met.

173. In 1940 Uganda, Tanganyika, and Zanzibar came into line with Kenya in imposing income-tax. In 1941 and again, more sharply, in 1942, these four territories raised the rate; personal allowances were reduced in 1941, and in 1942 surtax was introduced. In 1940, too, Excess Profits Tax at 60 per cent. was levied throughout the region. A general surcharge of 10 per cent. was added to the basic customs tariff in East Africa, bringing it up to 22 per cent., while Northern Rhodesia and Nyasaland imposed new duties on such items as beer and wines, cigarettes and manufactured tobacco, and motor spirit.

174. With money plentiful and consumer goods scarce, budgets were balanced with something to spare, and all territories were able to increase their surplus balances. Substantial financial aid was also given to the British Government: more than £7 million was lent free of interest and more than £11 million at low rates. Monetary gifts brought to the notice of the Secretary of State totalled £1,700,000 and it is certain that much more was contributed to the Red Cross and similar bodies.

### Revenue after the War

175. Expenditure did not drop when the war ended. The costs of all goods and services continued to climb, and now average something like double the pre-war figures, while the upward movement goes on. The serious slowing down of maintenance to plant and equipment enforced by the war now had to be made good, and the Ten-Year Development Plans had to be financed. This rising expenditure has in general been more than matched by rising revenues, thanks to continued "sellers' markets" for eastern Africa's products.

176. World markets for eastern Africa's products remained very favourable after the war. The prices of some of the most important commodities have risen remarkably. Coffee, for instance, which was sold for £41 a ton in 1938, was fetching £100 in 1946; in 1949 one parcel fetched over £1,000 a ton at the Nairobi auctions, and the price for that part of the crop of mild coffee put up for auction (the bulk was sold under contract to the Ministry of Food) averaged well over £400 a ton. Sisal rose between 1938 and 1950 from £14 to £125 a ton. The price paid to the producer for lint cotton in Uganda went up from Sh.70 per hundredweight in 1938-39 to Sh.280 in 1949-50. Copper, which constitutes some three-quarters by value of Northern Rhodesia's exports, sold for between £40 and £45 a ton in 1938; by the middle of 1949 it was fetching £125, and with the devaluation of the pound it rose to £148. Devaluation in fact brought about a rise in the price of most raw materials produced in eastern Africa.

177. The end of the war brought no general reduction of taxes. Governments still needed money, and there was moreover a distinct danger of inflation so long as the shortage of consumer goods continued. Excess Profits Tax was removed at once, and in accordance with the undertaking given at the time of its introduction the amount of increased expenditure on modernization of plant, etc., which had had to be held over during the war was refunded from Excess Profits Tax up to the full sum involved. But reductions in income tax were small, and in the four East African territories, which had adopted common legislation and common rates, the incidence of tax on the largest incomes was actually increased. The 10 per cent. surcharge on customs duties was maintained by Kenya, Tanganyika, and Uganda; some of the additional wartime duties which had been removed by Northern Rhodesia at the end of the war were re-imposed in 1947. In that year, too, Nyasaland imposed excise duties for the first time: the only duty so far applied is a small one on tobacco and cigarettes, bringing in about £35,000 a year.

178. In November, 1947, customs duties on a number of items entering Northern Rhodesia were suspended in an attempt to reduce the cost of living: the items included essential foodstuffs, blankets, clothing, piece-goods, and household requisites. Nyasaland suspended customs duties on foodstuffs at the end of 1948. Most territories admit goods necessary for development, e.g. building materials, duty-free.

179. A new factor to be reckoned with since the war has been the allocations to territories under the Colonial Development and Welfare Act of 1945. A few small grants were made under the Act of 1940, but wartime conditions made the launching of development schemes inexpedient. With the 1945 Act, however, really substantial sums became available. Most territories draw up a separate budget to cover their Development Plans, but Uganda in re-casting its plan in 1948 virtually fused development works with normal expansion of Services.

180. The only territory in eastern Africa whose finances are still under the control of His Majesty's Treasury is Somaliland. Few of the remarks in the foregoing paragraphs apply to this territory. After its invasion and subsequent liberation in 1941, it was administered by a Military Government, financial responsibility not being reassumed by the Colonial Office until November, 1948. There is at present no income tax and no direct taxation of the Somali: the main source of revenue is from Customs and Excise, and from the *zariba* tax—a tax on goods brought into townships for trading purposes, levied on certain commodities including grains and skins. Various schemes for increasing the revenues of the Protectorate are at present under consideration. Protectorate revenues are supplemented by a substantial grant in aid from His Majesty's Government. The maximum total expenditure contemplated for the Protectorate in 1949, 1950, and 1951 is £1 million, exclusive of expenditure from Colonial Development and Welfare grants. An independent fiscal survey is being carried out this year.

181. Up to 1948 His Majesty's Government made an annual grant to Nyasaland of the difference between the interest received by the Nyasaland Government from Nyasaland Railways, Ltd., in respect of debentures and the servicing charges of the Protectorate's public debt, about £200,000 a year. In 1948, on the Protectorate's taking over responsibility for some £40,000 of the servicing charges of the public debt, control of its finances by His Majesty's Treasury was relaxed for a trial period of five years, after which the position will be reviewed.

182. In August, 1949, following discussions between the Secretary of State, representatives of the British South Africa Co., the Governor of Northern Rhodesia, and two of the elected members of the Northern Rhodesian Legislative Council—Mr. Welensky and Mr. Beckett—an agreement was reached on the question of mineral rights. The royalties accruing to the Company amount to a very large sum, and in some quarters it was felt undesirable that this amount should continue to be paid out indefinitely. By the terms of the new agreement the Company will continue to enjoy its mineral rights in Northern Rhodesia for a period of 37 years from the 1st October, 1949, paying with effect from that date 20 per cent. of its net revenues from Northern Rhodesian mining royalties to the Northern Rhodesian Government. The sum so paid is to be regarded as an expense for the calculation of Northern Rhodesian income tax. On the 1st October, 1986, the Company will transfer its mineral rights in Northern Rhodesia free of charge to the Northern Rhodesian Government; in the meantime no special tax is to be imposed on mineral rights as such in the Protectorate.

### Expenditure

183. The expenditure of the East and Central African Governments continued to rise after the war. The upward trend was most striking—one could almost call it spectacular—in Northern Rhodesia, where total expenditure rose between 1938 and 1949 from £1½ million to £10 million. In the East African territories public expenditure in 1949 was something like three times what it was in the years before the war; in Nyasaland and Zanzibar it was not less than twice. Somaliland Protectorate, where expenditure was no more than £166,000 in 1937 and £225,000 in 1938, is now spending at the rate of up to £1,000,000 a year.

184. This continued rise is due in part to the generally higher cost of almost all goods and services, in part to greatly increased commitments of Governments in many fields. The whole Colonial Empire is now going through a period of intensive development, in which the economies of the Colonies are to be built up to a permanently higher standard. This involves spending a great deal on the development of natural resources: that is, on measures for the improvement of farming in all its aspects, for soil conservation and water development, on forestry, on geological surveys and on research in many aspects. Public works, especially the provision of housing for all races and the improvement of communications, also account for a large proportion of territories' growing expenditure. Social services have also claimed a growing share. In Uganda, for example, expenditure on education and on medical services has doubled between 1944 and 1949; and in Tanganyika it has trebled; there have been comparable increases in the Central African territories.

185. In the past two years there has been a substantial increase in expenditure on internal security, made necessary by the evident need to expand police forces and raise the standard of their training. In each of the major territories the cost of the police forces has roughly trebled since the war.

186. In 1948 the Reports were published of two Commissions set up to examine the structure of the Civil Services of East Africa and of Northern Rhodesia and Nyasaland. These recommended among other things substantial salary increases for civil servants of all races and at all levels, calculated so as to include existing cost of living allowances, and retrospective to 1946. They also proposed that officers should pay rent for quarters previously provided free by Governments, but that new salary scales should

include an element to cover rent. The general lines of the recommendations were adopted by all the Governments concerned, and the extra expenditure budgeted for in the 1949 and 1950 estimates.

187. The serious drought which played havoc with Nyasaland's 1948-49 planting season laid an added burden on the Protectorate's finances. £700,000 was spent on the import of maize from Southern Rhodesia and the U.S.A.; this was sold to the African public at subsidized prices. People in the Southern Province were able to find plenty of work by which they could earn the purchase money, and in a few localities where money is short special relief works were put in hand to enable people to earn what they needed to buy food. Nevertheless, it is estimated that not more than £450,000 will have been recovered from the sale of maize, and the remainder will have to be made good out of Government funds.

### **Capital for Development**

188. The substantial development contemplated by the East and Central African Governments calls for the raising of considerable loan finance to supplement funds available from revenue, surplus balances, and Colonial Development and Welfare allocations. In mid-1949 Northern Rhodesia raised a loan of £3,540,000, of which about £2½ million represented new capital, the balance being for the conversion of the 1950-70 loan, etc. An issue by the Uganda Government of £3,100,000 in 3½ per cent. stock was made in April, 1950. In June, 1949, the municipal authority of Nairobi raised a loan of £1½ million, about one-third of the amount being allotted to subscribers in East Africa: this was the first occasion on which a colonial municipality in Africa has raised a London loan on the security of its own assets and revenues. All these loans were over-subscribed.

189. The Colonial Loans Act passed by Parliament in 1949 gave authority, subject to the making of an Order in Council, for administrations such as the East Africa High Commission to raise loans under the Colonial Stock Act. Local legislation has been passed for the raising of £23 million in loans for the East African Railways and Harbours Authority over a period, and for the guarantee of these loans by the Governments of Kenya, Uganda, and Tanganyika. A first instalment of £3½ million was issued in March, 1950: the issue was oversubscribed, the lists for cash applications being closed after five minutes. It is expected that loans will also be raised by the East Africa High Commission for the East African Posts and Telegraphs.

190. His Majesty's Government has itself entered the field as a source of capital for Colonial development since the war, through the establishment of the Overseas Food Corporation and the Colonial Development Corporation. The former has invested some £33 million in a project for the large-scale mechanized cultivation of oilseeds in Tanganyika. The latter has entered upon no undertakings of comparable size, but has, sometimes in partnership with Colonial Governments or with commercial firms, launched or taken over a number of industrial, mining, or agricultural projects, including the cultivation of tung trees on a large area in Nyasaland and the investigation of the coalfields of the Southern Province of Tanganyika.

191. There is still wide and varied scope for the private capitalist in East and Central Africa. The Standard Bank of South Africa and Barclay's Bank (Dominion, Colonial, and Overseas) have formed Development Corporations which supply capital for industrial enterprises. The British South Africa Co. has contributed to the cost of the investigations now proceeding

into Northern Rhodesia's coal resources, and has also invested in the new milling company at Lusaka, the proposed new hotel at Lusaka, and the transport firm of Thatcher, Hobson, and Co. The East African Power and Light Co. issued £2,500,000 of new ordinary and preference shares on the London market in October, 1949: the ordinary shares were subscribed for eight times.

192. The big mining houses are taking an interest in East Africa's mineral potentialities. The Rio Tinto Co. is interested in the copper deposits at Kilembe, Uganda. The New Consolidated Goldfields, who are developing Tanganyika's vast kaolin deposits, have opened an office at Dar es Salaam; they are also drilling for gold in the Lupa field. The Union Corporation has been granted exclusive rights to prospect for base metals over an area of 800 square miles south of the Mpanda lead mine. The Selection Trust is also active in Tanganyika. Political uncertainty kept firms of the standing of these out of Tanganyika before the war, and their arrival is an encouraging sign.

193. The possibilities of capital aid from the United States under "Marshall Aid" are limited to short-term projects, since the programme of aid comes to an end in 1952. The Economic Cooperation Administration, the United States Government agency responsible for administering Marshall Aid, has made funds available for development in colonial territories in the forms and for the purposes indicated below.

194. Overseas development assistance is available for the provision of materials and equipment from dollar sources which would facilitate the more rapid completion of economic development projects now in progress and the undertaking of additional development for which resources are at present lacking. Applications under this head are being considered in respect of road-building equipment for the road development schemes of Kenya, Tanganyika, Nyasaland, and Northern Rhodesia; earth-moving machinery for soil conservation schemes in Kenya and Tanganyika; and other heavy machinery, for rice cultivation, development of water supplies, and cotton and food production in Tanganyika, and food production and experiments in the de-linting of cotton in Uganda. With the rapidly improving supply situation in the United Kingdom and Western Europe the range of equipment for which recourse must be had to the dollar area is quickly contracting. As assistance from the Economic Cooperation Administration is limited to equipment not available otherwise than from the United States, the possibility of applying such aid to colonial development is becoming progressively restricted.

195. Technical assistance is granted for providing the services of American experts. Schemes already approved and in some cases completed include the pilot survey of a link between the East African and Rhodesian railway systems, referred to in paragraphs 275-6, and a number of visits by American agricultural and veterinary scientists to East and Central Africa. The temporary engagement of American scientists to broaden existing research organizations is foreshadowed in proposals still under consideration.

196. Deficiency materials assistance is available for the provision of equipment and services from dollar sources to expedite and increase the production of commodities of which the United States are in need. Assistance has been approved for the temporary engagement of a certain number of American geologists and surveyors, of whom two have already been appointed to Tanganyika and one each to Kenya and Nyasaland; and for the provision of equipment to commercial enterprises for the increased production of kyanite in Kenya and of cobalt in Northern Rhodesia.

## Imports and Exports

197. Since the war the East and Central African countries have been "tooling up" for their production drives, and at the same time trying to make up the arrears of maintenance and renewing plant and equipment. This has involved an initial period in which greatly increased imports remain unmatched by any corresponding increase in the volume of exports; adverse visible trade balances have grown up in nearly every territory, and but for a striking rise in the price of most of the principal export commodities might have been much larger than they were.

198. The end of the war brought an increase in available shipping space and a freer flow of both consumer and capital goods to the Colonies; and though some of the most urgently needed goods—iron and steel manufactures, building materials, and cotton piece-goods—remained scarce for several years after the end of wartime restrictions, the value and quantity of imports into eastern Africa began to rise at once. Then, when the second half of 1947 saw a sudden deterioration of the economic situation, a policy of strict control of imports had once more to be introduced, in order to reduce the import of non-essentials and to save hard currency.

199. By 1948 it was again possible to relax this policy somewhat. The East African Governments issued open general licences for all imports from the United Kingdom monetary area, except for small and rapidly disappearing lists of "suspended" and "programmed" items. Licences to import goods for dollars are, however, still extremely strictly controlled, and are in fact not issued at all unless it can be shown that the goods which it is desired to import are essential, and unobtainable from any soft-currency area. The revaluation of the pound sterling in 1949 made it more important than ever to exercise restraint.

200. Notwithstanding the necessary retention of certain controls, imports into eastern Africa have risen in volume considerably between 1945 and 1950, and the rise in price of some of the most important classes of goods—iron and steel, cotton textiles, and recently petroleum products—has also contributed to the growing unfavourable balances to be seen in the region as a whole.

201. *East Africa*.—Kenya, Uganda, and Tanganyika form a single unit for customs purposes, and virtually the whole of the import and export trade of Kenya and Uganda and the Northern Province of Tanganyika passes through the port of Mombasa. Before the war, Uganda used to obtain most of its imports from Kenya, but since the war there has been an increasing tendency among the merchants of the Protectorate to obtain supplies directly from overseas.

202. Uganda alone of the East African territories has maintained a substantial favourable trade balance. A rise in the value of imports from £3.3 million in 1945 to over £9 million in 1948 was matched by an increase in the value of exports from £9.9 million to £14.5 million, almost wholly due to sales of raw cotton and coffee. 1949 saw another big jump in the value of cotton exports.

203. Kenya, in contrast, has always shown an excess of imports over exports, and this has increased rapidly since the war. In 1945 net imports were worth £7.1 million, exports £5.8 million: an apparent adverse balance of £1.3 million. By 1948 imports had risen to over £27 million, exports to over £11 million, leaving a gap of £16 million. There are however a number of factors to be taken into account in considering this apparently unfavourable balance. Owing to its geographical position, Kenya (and in particular Nairobi) accommodates the main offices providing essential services for

many business firms and organizations operating on an inter-territorial basis. Mombasa, the port of Kenya, is also the port of Uganda and of a part of Tanganyika, and through the services provided to those territories and to ships using the port facilities earns invisible exports for Kenya. Considerable sums are spent in the Colony each year by members of His Majesty's Forces and Government employees, serving other territories as well as Kenya. In recent years there has been a very considerable investment of capital from outside sources, which has resulted in the importation of large amounts of capital goods for development. Kenya's income from tourists and visitors is growing: for 1949 it has been estimated at some £3,000,000. The Colony is also becoming increasingly popular as a place of residence for retired persons, many of whom have claims on resources outside Kenya, such as pensions, which are then largely spent in the Colony.

204. Tanganyika entered the post-war period with a favourable trade balance, amounting in 1945 to about £1.8 million. Imports of capital goods have been very large (they include the equipping of the Overseas Food Corporation's oilseeds scheme), and by 1948 there was an adverse balance of £5.7 million (after adding domestic exports of gold). The very considerable capital expenditure of the Overseas Food Corporation, which is paid out of funds provided by His Majesty's Government, here represents a compensating factor.

205. Since Uganda, Kenya, and Tanganyika form one unit for customs purposes and exchange their own produce with one another duty-free, and since the three territories have a common currency, there is a case for considering them as a single unit from the point of view of the balance of external trade. It will then be found that an overall favourable balance of some £7 million in 1945 had been by 1948 converted into an adverse balance of about £17 million.

206. From this aspect, it is interesting to see the parts played by individual territories in the sum total of East Africa's domestic trade (i.e. excluding re-exports and specie). In 1948, Kenya took 48.5 per cent. by value of the imports and provided 27.0 per cent. of the exports. Uganda's shares were 16.2 per cent. and 37.0 per cent., and Tanganyika's 35.3 per cent. and 36.0 per cent. It has to be remembered, first, that various common services are performed by Kenya and thus represent invisible imports into that territory; and, secondly, that Uganda's imports and exports are valued as at Mombasa, so that the cost of the rail haul across Kenya means that the frontier value of imports into Uganda are higher, and those of exports lower, than they seem to be in the trade returns.

207. *Northern Rhodesia and Nyasaland.*—At first sight there would seem to be an enormous favourable trade balance in Northern Rhodesia. Net imports in 1945 were £7 million, with exports £11.5 million. This favourable balance of £4.5 million grew swiftly during the post-war years, and by 1948 had reached about £13 million. A large proportion however, is retained outside the Protectorate by the mining companies, which provide some 95 per cent. of the exports and are wholly capitalized from outside the Territory.

208. In 1947 the "current business transaction" account showed a deficit for the first time, amounting to £875,000. Against this, however, must be set the very large influx of long-term capital, estimated in 1947 at over £5 million. The credit resulting from this is in turn thought to have been balanced by a transfer of funds by the commercial banks to their head offices in the United Kingdom and the Union of South Africa; for Northern Rhodesia has a much higher proportion of Europeans in temporary residence than has Kenya, and the direction of remitted funds tends to be out of rather than into the territory.

209. Nyasaland presents a contrast to Northern Rhodesia. Of its three considerable exports, tobacco and cotton are very largely the produce of African cultivators, while tea is only partly financed by overseas companies. In its principal reliance on African produce, Nyasaland somewhat resembles Uganda ; and, as in Uganda, domestic exports have kept more or less abreast of imports since the war. 1948 trading results showed a small deficit for the first time since the war, amounting to about £190,000. It is to be remembered that transport difficulties following on the destruction of the Chiromo bridge in January, 1948, reduced the rate of imports below what had been anticipated, while having a smaller effect on exports. During 1949, however, the transport situation greatly improved.

210. The need to buy food for distribution when drought caused the failure of the 1949 food crops will necessarily increase the unfavourable balance in 1950. The tobacco crop, however, was not so seriously affected as had been feared, and with still rising prices the deficit may not be as great as was expected.

### **Need for More Varied Economies**

211. The economy of every territory in eastern Africa is based on the export of raw materials and foodstuffs. Current prices are high, far higher perhaps than anyone foresaw five years ago, and there is no reason to anticipate an early fall ; but in every territory the need is appreciated for a more varied economy. Kenya is perhaps in the best position from this aspect, not only in that its two chief exports by value, sisal and coffee, represented in 1948 only 19 and 17 per cent. respectively of all exports, but also in the strides made in the development of secondary industry and in the production of food for local consumption. At the other end of the scale, metals represented over 95 per cent. of Northern Rhodesia's exports in 1948, at £27.2 million ; and the only other really significant export, tobacco, was worth only £562,000. Sisal supplies more than half of Tanganyika's exports ; cotton 45 per cent. of Uganda's ; tobacco, tea, and cotton virtually the whole of Nyasaland's. A warning has come from Zanzibar, where cloves, one of the only two important export crops, are being attacked by a deadly disease which has already destroyed more than half of the trees on Zanzibar Island and, if its spread on Pemba is not checked (and no control other than cutting out has yet been devised), could wipe out the Protectorate's principal source of income.

### **Exports to Hard Currency Countries**

212. The exports of East and Central Africa include a number of valuable dollar-earners. Sisal heads the list : in 1948 Tanganyika sold £926,000 worth to the United States and £1,188,000 to Canada, while Kenya's sales to the United States were worth £51,000, and to Canada £129,000. East African hides and skins brought in dollars in 1948 to the value of £590,000 (excluding sales from Somaliland) ; coffee sales from Kenya in the same year were worth £98,000 in the United States and £245,000 in Canada, and tea sales £215,000 in the United States and £169,000 in Canada. Pyrethrum, wattle extract, and beeswax also find a market in the United States.

213. Northern Rhodesia exported £2,000,000 of blister copper to the United States in 1948, this being the first consignment of Northern Rhodesian copper to be sold for dollars since the war. In 1949 the figure rose to £4,800,000. More important than its dollar-earning capacity is the position of copper as a dollar-saver ; and still more dollars will be saved by the coming into operation of the new electrolytic refinery at the Nkana mine. Other minerals now being sold for dollars are Kenya's kyanite and graphite. Cotton, tung oil, and tobacco are among other commodities produced in eastern Africa which are dollar-savers.



## V. RECONSTRUCTION AND DEVELOPMENT

214. During the war all development was subordinated to the requirements of the war effort. Production of food crops and essential raw materials, such as sisal and pyrethrum, were stepped up despite possible damage to agricultural land and the wear and tear on farm machinery, at that time unreplaceable. Mines worked at high pressure, railways carried an unprecedented volume of traffic, and the maintenance of plant and equipment was allowed to fall away to a bare minimum. Replacements could not be shipped ; in many cases their manufacture had had to be suspended.

215. But there were longer-standing arrears to be made up. The territories of East and Central Africa have never been rich: their revenues per head of population were lower before the war than those of almost any territory in the Colonial Empire. The European farmers had a constant struggle in the inter-war years with uncertainty of markets and prices ; many of them bore an almost crippling load of debt. Tanganyika in particular is a vast territory—seven times the size of England—of which only a comparatively small area is served by railway or by roads negotiable at all seasons ; huge tracts of it are bush, poorly watered and infested by the tsetse fly. Northern Rhodesia, a country of 282,000 square miles, the third largest British territory in Africa, is still but little developed outside the railway and copper belts and the small farming area of the Eastern Province.

### Post-War Development

216. Plans had already been prepared during the war. In 1945 His Majesty's Government passed the second Colonial Development and Welfare Act, extending until the 31st March, 1956, the powers granted to the Secretary of State under the 1940 Act, and making available £120,000,000 for the development of colonial territories in the period 1945-56. At the same time all territories were invited to prepare Ten-Year Development Plans, to be financed from local resources and loans and assisted by allocations under the Act. Grants available for the East and Central African territories under the 1945 Act amounted to £21,750,000, including £750,000 for Somaliland Protectorate, at that time under military administration.

217. Kenya set up a Development and Reconstruction Authority with effect from the 1st August, 1945. Under the reorganization of the Executive Council described in Chapter I, the Chief Secretary became Member for Development and Reconstruction and chairman of the Authority. A Development Committee was also set up to direct the work of the Development and Reconstruction Authority.

218. The Report submitted by the Development Committee was accepted in principle by the Legislative Council in January, 1947, and became the basis of Kenya's Ten-Year Plan. The Plan was then estimated to cost £19,000,000, of which £5,100,000 was to come from Colonial Development and Welfare grants (including a contribution from money allotted to East Africa on a regional basis), £6,900,000 from revenue and surplus balances, and £7,000,000 from loans.

219. It has been realized, not merely in Kenya but in every territory, that such a plan could not be hard and fast. In the event costs have risen considerably more than could have been foreseen in 1945, and the territories' ability to raise revenue is also higher than was expected. The Kenya plan is at present being re-cast, and in its new form is likely to provide for an expenditure of some £28,500,000.

220. From 1946 onwards, financial provision for the Development and Reconstruction Authority was separated from general revenue and expenditure.

221. *Tanganyika* set up a Central Development Committee as long ago as 1938 to "examine and report on methods whereby the development of the territory by both non-native and native enterprise may be encouraged and assisted." This Committee submitted an exhaustive and comprehensive report in 1940. The war however made it impossible to implement its recommendations to any considerable extent.

222. In 1943 it became possible to set up a development branch of the Secretariat to review the recommendations of the Central Development Committee in the light of the changed circumstances, and in 1944 "An Outline of Post-War Development Proposals" was published. With the passing of the Colonial Development and Welfare Act in 1945 a Ten-Year Plan was prepared on the lines proposed in the "Outline", and was accepted by the Legislative Council in January, 1947.

223. A Development Commission was then set up, consisting of the Chief Secretary as chairman, a deputy chairman who was also Executive Officer, and five unofficial members. The functions of the Commission were defined as "to co-ordinate plans for development and to supervise their energetic execution." The accounts of the Commission were separated from general revenue and expenditure.

224. Owing to changed circumstances the Development Commission recommended in 1949 that the functions and duties assigned to it could be more effectively carried out by the appointment of a Member for Development and Works, who would have full responsibility, and for its integration with other Government activities, particularly in the economic field. Government accepted these recommendations. A new post of Member for Development and Works was created, and the post of deputy chairman of the Development Commission was replaced by that of Executive Officer working directly under the Member. The whole Ten-Year Plan is currently under review: a completely revised plan is in course of preparation. (The Plan accepted in 1947 was estimated to require £18,005,000, of which £7,150,000 was to be obtained from Colonial Development and Welfare grants including a share in the regional allocation, £3,976,000 was to be found from local resources, and £6,879,000 raised by means of loans.)

225. A Development and Welfare Committee had been set up in Uganda on the passing of the 1940 Development and Welfare Act; during the war this committee prepared several tentative plans for post-war development. In May, 1946, Dr. E. B. Worthington became Uganda's Adviser on Development. The Development Plan he drew up allowed for the expenditure of £16,000,000 during the years 1947-1956, covering both development schemes and normal expansion of Government services; the Colonial Development and Welfare contribution was £2,500,000.

226. In the following year, on Dr. Worthington's departure, Sir Douglas Harris took up the post of Development Commissioner at the head of a newly-created Development Division of the Secretariat. Under his direction the Ten-Year Plan was entirely re-costed in the light of the approved Protectorate Estimates for 1948 and in relation to costs current at that time. In contrast to the neighbouring territories, Uganda had never kept development expenditure separate from general expenditure in its budget; and in the revised Plan, it has been integrated with normal expenditure. Total Government expenditure during the decade 1947-56 is now put at £62,743,000, which includes the maintenance of existing services as well as expansions and additions to them.

227. To finance the revised Development Plan some £49,000,000 is to be found from revenue ; the grant from Colonial Development and Welfare funds, including a share in the regional allocation, totals £3,250,000 ; a loan of £2,000,000 is proposed, and the remainder will be found from accumulated and surplus balances and the reserves built up from the wartime marketing scheme for cotton and hard coffee. The revenues of the Protectorate in the years 1947-49 comfortably exceeded the average of £4,884,000 which will be required for the fulfilment of this programme. Residual annual charges will amount to £5,982,000 in 1957, by which time the Protectorate's production, and consequently its national income, should have been substantially reinforced.

228. *Zanzibar* was allotted £750,000 under the Colonial Development and Welfare Act in 1945. A Central Development Authority was established in 1946, and a Ten-Year Plan prepared. A contribution towards development costs is raised by special duties on imported rice and tobacco products. The Plan was originally costed at £1,436,000, but it is at present being revised. A special grant of nearly £200,000 has been made from Colonial Development and Welfare reserve moneys for a scheme designed to control the serious disease of clove trees mentioned earlier in this Report.

229. Development revenue and expenditure were excluded from the Estimates for the first time in 1950, and from now on will be laid before the Legislative Council separately. Development works in *Zanzibar* are carried out by a department separate from the Public Works Department.

230. *Northern Rhodesia's* Ten-Year Development Plan was approved in 1946, and funds voted to cover the operations of the first three years. The cost of the Plan was then estimated at £13,000,000, towards which Colonial Development and Welfare funds contributed £2,500,000 ; it was considered that £5,500,000 could be obtained from revenue and balances, the remaining £5,000,000 being covered by a proposed loan.

231. In 1948 the Plan was comprehensively reviewed, partly as the result of rising prices and partly to give it a more pronounced economic bias. The whole of the additional expenditure involved, some £4,000,000, is expected to be found from loan funds. From 1950, development expenditure is being segregated from ordinary expenditure in the Estimates. A Development Fund has been created into which are paid the contributions from the various sources stated in the Plan, and from which expenditure is made.

232. The Development Authority was originally established in February, 1947, shortly after the Legislative Council had approved the Ten-Year Plan. When the Plan was reviewed it became clear that the Development Authority, whose membership had by then expanded considerably, was too large a body to carry out its allotted functions, and it was accordingly reconstituted. It now consists of the Director of Development as chairman, with the Commissioner for Native Development and four members of the public, including one of the Members of Legislative Council representing African interests.

233. Plans for the post-war development of *Nyasaland* were presented in the report of the Post-War Development Committee published in 1945, before the extent of grants under the Colonial Development and Welfare Act was known. Total expenditure of £7,500,000 in addition to normal annual expenditure was envisaged. The Plan was revised in 1947 when it was known that the assistance from the Colonial Development and Welfare vote would be considerably less than had been expected in 1945 ; but in the

result it was still thought possible to proceed with a programme costing £6,939,000, of which £2,000,000 was to be covered by an allocation from Colonial Development and Welfare funds.

234. Despite additions made from time to time to cover services inadequately provided for as well as Civil Service salary increases and the higher cost of goods and services, it has been found necessary to revise the entire Plan and to base a part of the required finance on a loan not originally envisaged. The principal change is in the incorporation of a programme of revenue-earning development works to be financed from a loan of £2 million. The territorial allocation from the Colonial Development and Welfare Vote has been increased to £2,500,000, and in addition approximately £225,000 is available from the unspent balance of an earlier regional allocation for Central Africa.

235. *Somaliland Protectorate*, being under military administration until November, 1948, did not submit its overall Plan for approval until 1949, and this is now being revised. The emphasis will be on agricultural and veterinary projects. The Colonial Development and Welfare allocation to the territory was £750,000, but in addition His Majesty's Government is providing assistance with public works necessary to make good past deficiencies and rehabilitation after enemy occupation. A number of Development and Welfare Schemes were initiated during the period of military administration, and are now in operation.

### **Development Plans Take Shape**

236. The nature of the Ten-Year Plans naturally varies with special local requirements, but it is generally correct to say that their first aim is to strengthen and diversify the territories' economies through a greater output of foodstuffs for local consumption, an increased production of exports, particularly those of value to the Commonwealth, and the building of a basis for an increase in industry, so that in future years it will be able to absorb those of the rapidly increasing populations who are no longer able to live on the land. Everywhere an all-out effort is being made to improve the standards of African cultivation and animal husbandry, not only to secure bigger yields, but also to enable land-hungry Africans to make better use of their plots, and to arrest a process of land deterioration which in some places has become an alarming threat.

237. The original Development Plan for Kenya, where declining soil fertility and soil erosion are the territory's most urgent problems, accordingly allotted £1,400,000 for agriculture, £1,000,000 for irrigation and drainage, £2,250,000 for soil conservation measures, and £3,200,000 for land settlement schemes, African and European. In Uganda African agriculture is the backbone of the Protectorate's economy, and a large proportion of the development funds are devoted to its improvement. Rural water supplies are a big item, and surveys of all kinds, housing, and town development stand in the Plan at a high figure. In the revised Plan education accounts for 11 per cent. of expenditure and medical services for 12.5 per cent.

238. Communications are particularly stressed in the Tanganyika Development Plan, in which social services claim a rather higher proportion than they do in the neighbouring territories. Zanzibar originally planned to devote the major part of development expenditure to social services; but the Plan is now being revised so as to reduce the burden of recurrent costs that will fall on the Protectorate's revenues in 1956.

239. Northern Rhodesia has defined the main objectives of development as food, housing, and roads. An effort is being made to make the Protectorate self-supporting in staple foods, and diversification of the economy, with an expansion of European farming, is an aim of policy.

### **The Pace of Development**

240. Progress in development, both within and outside the framework of the Ten-Year Plans, was slower at first than had been hoped. The skilled staff needed to make up for the wartime hiatus in recruiting were hard to find. Even when they were engaged, they were often unable to proceed immediately to Africa because there was no accommodation for them. Houses were not going up quickly enough: building materials were scarce, artisans in the building trade no less so.

241. Supplies of many essential goods were not coming forward in sufficient quantities. Of capital goods, the principal shortages were iron and steel; mining machinery; railway rolling stock and motor vehicles; building materials and cement. Fertilizers and jute bags were also scarce. A dearth of "incentive goods", especially of cotton textiles and piece-goods, had also its effect in slowing down the rate of development; for the African worker, if he cannot reap the immediate benefit of his labour, often prefers to stay at home and live off the land, instead of working for wages where he is most needed.

242. By 1949 there had been a marked improvement. The shortage of cement was now due only to transport difficulties; the control was taken off, although early in 1950 it had to be re-imposed again in Kenya for a time. Meanwhile territories were taking steps to effect a permanent cheap supply. A cement factory is being built at Chilanga, in Northern Rhodesia, which should be able to produce 55,000 tons a year with effect from the second half of 1951. In Uganda the Government bought a cement plant from Trieste and are installing it at Tororo, where there are plentiful deposits of natural limestone; the cost is estimated at £1,500,000, and the saving to the consumer substantial, due mainly to the reduction in transport costs.

243. Iron and steel and machinery supplies also improved. So did supplies of cotton textiles, and by the end of 1948 the market was virtually saturated; but the price was very high, and there is probably still a considerable unsatisfied demand for cotton goods at a price more within the reach of the African.

244. In Central Africa, a serious and persistent shortage is that of coal. In 1949 the Northern Rhodesian copper-mines were only receiving from their source of supply, the Wankie Colliery in Southern Rhodesia, an average of 39,000 tons a month, against requirements of 57,000 tons. Deliveries in March, 1950, rose to 48,000 tons, and it is hoped that this figure will be maintained and improved. If the mines are to expand the production of copper in accordance with their programme, they need to count on 63,000 tons a month this year, rising by 1953 to 80,000 tons. Meanwhile the mining companies have converted some of their furnaces to burn wood, which they are consuming at a current rate equivalent to 16,000 tons of coal a month. Petrol rationing had to be introduced in Northern Rhodesia in 1949.

245. By the beginning of 1949 there had been a notable acceleration in the pace of development. Staff recruitment was becoming notably easier as the arrears caused by cessation of training during the war began to be

made good. Some figures of Government expenditure on Development Plans, though they do not of course tell the whole story, are an index of this quickened pulse. In 1947 Tanganyika had been able to spend only £423,000 on Development Plan account, and this rose the following year only to £996,000. For 1949, the corresponding figure is estimated at £1,500,000. By the end of 1948 Northern Rhodesia's total expenditure from development funds amounted to some £2,000,000. In 1949 expenditure was £3,300,000, and for 1950 it is expected to reach £4,400,000.

246. Building activity is a sign of the amount of development taking place in a territory, especially where one of the main obstacles has been a shortage of building materials. The Northern Rhodesian Government was able to issue building permits in 1948 to a total value of £2,673,000, of which 70 per cent. was for residential buildings and the rest for commercial and industrial buildings. The figure for 1949 was increased to over £3,000,000. No visitor to Livingstone or the towns of the Copper Belt—or for that matter to Nairobi or Kampala—can fail to be impressed with the amount of building of all kinds, homes for all races, flats, shops, and offices, now going ahead there.

### **Special Development Areas**

247. In each territory there are certain African areas that have been selected for particularly intensive development, generally with the aid of grants from Colonial Development and Welfare funds. Activities in these areas may comprise reclamation schemes, where soil erosion and deterioration are dangerously advanced; resettlement schemes, in which previously unoccupied land is opened up to receive people forced, often most reluctantly, to abandon areas from which soil deterioration or over-population have driven them; schemes for the occupation of land from which tsetse fly has been expelled; or simply areas selected for experiments in improved methods of farming by the introduction of tie-ridging, contour cultivation, manuring, and so on, often combined with some form of experiment in local administration.

248. A feature of these schemes is the development of the district team. The responsible officers of the different departments, instead of each being directed independently from headquarters, work together as a team under the leadership of the District Commissioner; in many areas unofficial and African members are also included. In Kenya and Uganda the principle has been extended to the formation also of Provincial Teams. Teams often share a single set of files: at Domasi, in Nyasaland, a European office assistant has been appointed to deal with all day-to-day routine. Officers are thus enabled to spend a great deal more time in the field; and it is in the field, "walking and talking", that the most effective work is done in Africa.

249. In Kenya the Development Committee allocated £3 million for resettlement and land betterment in African areas, which are among the Colony's most pressing problems. A great effort has been put by the Kenya Government into the development and improvement of African farming and measures of soil and water conservation. An African Settlement and Land Utilization Board, set up in 1947, comprises the Directors of Agriculture and Veterinary Services, four or five European farmers and six Africans, with a Commissioner for African Settlement and Land Utilization. Some 30 schemes covering betterment and resettlement have been launched.

250. One of the largest is at Machakos, a grazing area where soil erosion has reduced the pastures to a dangerously low standard: dams are being built to provide water, in order to prevent over-grazing in the vicinity of the present sources. Neighbouring Machakos is the big resettlement scheme

at Makueni. Begun in 1946, this scheme made a slow start ; but by the end of 1949 30,000 acres had been cleared of fly, and 110 families settled, out of an estimated capacity of 300. Settlers must undertake to cultivate on approved lines, with special emphasis on soil conservation methods.

251. An important betterment scheme is under way at Ndalat, in the Nandi cattle country : cattle dips and water supplies have been built, and grazing control is being enforced. The Coast Hinterland scheme also involves grazing control and water development, combined with eradication of tsetse and movements of population into the cleared areas ; a milk pasteurization plant has been installed at Mariakani.

252. Soil conservation is receiving high priority in Uganda. Several resettlement schemes are in progress, the largest being the movement of population in the Western Province from the overcrowded district of Kigezi to the counties of Kinkizi and Ruzhumbura. Since this scheme was introduced in 1946 just over 15,000 people have been resettled ; free transport by lorry is provided, and help in planting food and cash crops—coffee, European potatoes, and groundnuts—in the newly settled areas, which are now almost self-supporting in food. Other resettlement schemes are planned for the Obalanga area in North Teso and the Kibanda area, Bunyoro.

253. Tanganyika's Ten-Year Plan calls for four main rehabilitation schemes, in two of which population redistribution is an essential factor. The Sukumaland Development Scheme, estimated to cost £500,000 over the ten-year period, covers an area of about 20,000 square miles containing a population of approximately 750,000 primarily agriculturalists but in some parts keeping large numbers of livestock. The scheme aims principally at improving the distribution of population through the provision of water in hitherto uninhabitable areas and improving agricultural methods, concentrating on soil conservation measures.

254. In Mbulu district much work has been done on soil conservation, and families from the more heavily eroded areas have been settled in bushland from which the tsetse has been cleared. In the Mlalo basin, a village survey has been carried out to ascertain how the social and agricultural customs of the people can be modified to arrest land deterioration ; malarial and nutritional surveys have also been carried out. A demonstration area is being developed to show the people how improvements can be made, and the profit in so doing. Trees and bananas have been planted on the steepest slopes to increase the ground cover, annual crops being planted only on the lowest slopes, on bench terraces or using an indigenous ridging system evolved by a tribe in the Southern Highlands Province. Cattle grazing is confined to the flat valley floors, and stall feeding has been introduced. It is hoped that with propaganda the improved systems of farming introduced in the Mlalo basin will spread to the whole of the Usambara mountain area.

255. The Tanganyika Government has started a local development loan fund for Africans. Loans are made to Native Authorities or to individual applicants, who need not produce tangible security so long as they are recommended by their Native Authority, who must guarantee the payment of interest and ultimate repayment of capital. Examples of projects for which such loans have been made are the development of coffee land reverting to tribal use ; a cooperative scheme at Gombero to buy coconuts and manufacture copra ; the construction of a paddy store for the Rungwe Cooperative Union ; and mechanical cultivation schemes.

256. In Northern Rhodesia, a Colonial Development and Welfare grant was approved in 1949 to cover fifty per cent. of the expenditure incurred on new development projects proposed or promoted by the Africans themselves, at the rate of £5,000 per annum for each of the established development areas. Projects in hand include improvements in peasant farming, investigation into the possibility of flooding the Mweru Marsh, artisan training at Nambala Mission, experimental water-wheels, experimental machinery for clearing channels in the Bangweulu Swamps, cotton spinning and weaving investigations, training in contour ploughing and the use of implements at Fort Jameson, and investigation into the development of arts and crafts in Barotseland. Colonial Development and Welfare grants for capital expenditure at the Development Centre at Namushakende and in the various development areas total £337,000.

257. Nyasaland has an intensive development scheme covering about 100 square miles at Domasi, north of Zomba, an area of which about one-half carries some 14,000 inhabitants and the other half is forest reserve. The area, coterminous with that of a Native Authority, has been constituted a separate administrative District, and District Headquarters have been established at the Jeanes Training Centre; the work of the two organizations will be closely integrated.

258. Preliminary work began in March, 1949; since then progress has been made with mapping, and educational and livestock surveys have been completed. A detailed sociological and land usage investigation of a sample village of some sixty households was completed by the examination of crop yields at the 1950 harvest. When emergency measures of food distribution, etc., had to be taken after the 1948-49 drought, these were left as far as possible in the hands of the Chief and his councillors; for much of the project consists in training the people to think for themselves about their own affairs. "Six weeks," wrote the District Commissioner, "sufficed . . . to organize milling mobs into what, for Africa, are orderly crowds awaiting their turn with a remarkable degree of patience. . . . Similar results might have been produced in a morning by the District Commissioner and a dozen police, but they would not have been effective without such a force, nor would they have been lasting."

259. The Chief, of his own volition, has set to work to encourage the people of his own immediate neighbourhood to concentrate their dwellings into a model village, which, besides making the provision of social services much easier, will allow agricultural land to be reallocated on more convenient and more productive lines, and will make soil conservation simpler and more effective.

### **The Groundnuts Scheme**

260. The scheme launched in 1947 for the large-scale mechanized cultivation of groundnuts in Tanganyika, and now operated by the Overseas Food Corporation, is conceived on very much bigger lines than any comparable project within the colonial territories. The original plan outlined in Cmd. 7030 (A Plan for the Mechanized Production of Groundnuts in East and Central Africa, published in 1947) envisaged the clearing and planting of over 3,000,000 acres of land previously under bush and mostly uninhabited as the result of tsetse infestation. As the scheme progressed it was found that the initial difficulties of clearing virgin bush in the dry climate were greater than had been foreseen: operations are now confined to three areas in Tanganyika with headquarters at Urambo, Kongwa, and Nachingwea respectively, and the target area for cultivation by 1954 is about 600,000 acres.



261. Even apart from the value of the oilseeds produced, the scheme is of tremendous importance to Tanganyika. It has been well described as "a great catalyst of development". Large areas, formerly unproductive, are being brought into production; new communications are being built, including a port and railway line in the Southern Province which will play a big part in opening up that hitherto undeveloped region; new townships have been built, schools for Europeans and Africans, hospitals, and community centres. A large training centre for artisans was founded, and has now been absorbed into the Government's trade training programme.

262. Expenditure on the Groundnuts Scheme to date amounts to about £33 million. There has been the closest liaison at every stage between the Overseas Food Corporation and the Government of Tanganyika.

### **Railways and Harbours**

263. *East Africa*.—A tremendous strain has been placed on East Africa's transport systems by the activity which has grown up since the war. The principal ports Mombasa and Dar es Salaam, have handled tonnages far beyond anything for which they were designed. For several years after the war there was considerable congestion at them, which the railways, carrying unprecedented loads in rolling stock and over tracks still suffering from the enforced neglect of wartime, were hard put to it to relieve.

264. Mombasa's traffic was swollen by the arrival of thousands of tons of military stores from the Middle East for the new base being constructed at Mackinnon Road. In 1948 cargoes handled totalled 2,300,000 tons, an increase of 23 per cent. over the previous year and of more than 100 per cent. over 1939. Exports at 852,000 tons were the highest on record. Earnings were £1,341,000, about double the earnings in 1945. Traffic on the Kenya—Uganda line exceeded 2,000,000 tons for the first time on record.

265. The transport systems of Tanganyika had to deal with the vast imports of the Overseas Food Corporation. Record tonnages were dealt with at Dar es Salaam and Tanga, and work was begun on a new port at Mtwara, near Mikindani. A new railway line is being built inland from the temporary port at Mkwaya to serve the groundnut areas in the Southern Province, and has already reached mile 81: it will open up fertile well-wooded country which has hitherto remained undeveloped for lack of communications, and will be available for extension to the coalfields further west if they prove to be a workable proposition. Another railway line has been built from near Tabora to the lead mines at Mpanda, a distance of some 130 miles. Traffic handled by the Tanganyika railways was estimated at 140,000,000 ton-miles in 1949, which compares with 120,000,000 in 1948 and 44,000,000 ton-miles in 1929.

266. A conference was held at the Colonial Office in January, 1949, under the chairmanship of the Secretary of State, to discuss measures for relieving the congestion at Dar es Salaam. This agreed on the increase of lighter quay frontage from 1,460 feet to some 2,000 feet; a large increase in the lighter fleet; the provision of three more cranes, and the delivery of five railway wagons a month with effect from April, 1949. These measures should enable the port to handle imports from ocean-going vessels of 27,000 tons a month. Longer-term plans for Dar es Salaam include the construction of two deep-water berths, the first to be completed in 1951.

267. In 1948 the railway and port services of the three East African mainland territories were amalgamated under the newly-established East African Railways and Harbours Administration as a joint self-contained service of the East Africa High Commission. A programme of loans was authorized

in 1949 totalling £23 million over a number of years ; this includes provision for the redemption of four existing railway loans. £4 million is for new locomotives and rolling stock, £2 million for track realignment, £2.2 million for branch lines. The loan will cover the cost of the deep-water berths at Dar es Salaam as well as general improvements to other ports.

268. In accordance with an agreement with the Overseas Food Corporation, the accounts of the new port and railway line in the Southern Province of Tanganyika will be kept separately for the next ten years, and, if revenues from the line do not cover interest, sinking fund, and operating losses, the Corporation will make good the deficit. The development of other activities in the area—the investigation of the Ruhuhu coalfields by the Colonial Development Corporation, and a forestry exploitation project on the Rondo Plateau—indicate the importance of the line and port in the opening up of the whole of Southern Tanganyika, particularly if the railway can be extended inland.

269. *Central Africa*.—On the 31st March, 1947, the Government of Southern Rhodesia purchased the equity of Rhodesia Railways Ltd., preparatory to taking over the whole concern. Consequent upon legislation in Southern and Northern Rhodesia and the Bechuanaland Protectorate—the three territories served by the railway—a statutory body known as Rhodesia Railways assumed control of the undertaking as from the 1st November, 1949. This statutory body consists of a Higher Authority and a Board of Management. The Higher Authority, composed of the Prime Minister and one other minister from Southern Rhodesia, the Governor of Northern Rhodesia, and the High Commissioner for Basutoland, the Bechuanaland Protectorate, and Swaziland, determines the policy of the railways and gives general directions to the Board. The Board consists of five or six members appointed by the Higher Authority: its functions are to conduct and manage the business of the Railways in accordance with the policy laid down by the Higher Authority.

270. The port works of Beira, in Portuguese East Africa, hitherto operated by British interests, were expropriated by the Portuguese Government as from the 1st January, 1949, in exercise of their rights under the Van Laum Concession. The Beira Railway Company, another concern formerly British-owned, over which all traffic between Beira and Central Africa has to pass, was purchased by the Portuguese Government with effect from the 6th April, 1949, by agreement with the Company. At the request of the Portuguese Government, Rhodesia Railways continued to operate this line until the 1st October, 1949.

271. Congestion in Beira since the war has been a very serious problem. Traffic has grown tremendously, for through here pass most of the imports and exports of the two Rhodesias and Nyasaland and a proportion of those of the Belgian Congo. The congestion, due partly to an accumulation of cement on the docks, was for a time overcome by a carefully-phased imports programme: the figures of tonnage handled went up, and steps have been taken to expand the port's capacity. Congestion, however, persists, and further efforts are being made to find a solution.

272. In December, 1948, the Beira Imports Advisory Committee was set up, charged with the task of ensuring equitable distribution of imports arriving at Beira for the Central African territories. Portuguese East Africa, the two Rhodesias, Nyasaland, and the Central African Council are represented. A high-level committee was set up at the same time, consisting of representatives of the Governments of Southern and Northern Rhodesia, to advise in case of disputes submitted to it by the Beira Imports Advisory Committee.

273. A Conference was held in Lisbon in the spring of 1950 with a view to working out an agreement with the Portuguese Government about the port of Beira. As a result of this conference and subsequent negotiations a 20-year Convention was signed on behalf of the Governments of Portugal, the United Kingdom and Southern Rhodesia on the 17th June, 1950. For their part, the Portuguese Government have undertaken to maintain the port of Beira and the Beira Railway in a state of efficiency adequate to the requirements of the traffic proceeding to or from Southern Rhodesia, Northern Rhodesia and Nyasaland. To this end, they have undertaken to carry out the works and acquire the equipment agreed to be necessary for the sound and economic development of the port and railway and to expedite the handling of the cargoes and the clearance of ships and railway traffic. The Governments of the United Kingdom and Southern Rhodesia have agreed not to introduce and to take all reasonable steps within their power to prevent any discrimination in the territories to which the Convention applies against traffic for which the port of Beira is the natural inlet or outlet. They have also adopted as an objective of their common policy that the port and railway should be used to their full working capacity.

274. Railway traffic in Central Africa has increased greatly, and is still increasing. Traffic on the Rhodesia Railways was only just short of 4,000,000 tons in 1947; by the year ended the 31st March, 1949, it had grown to 4,725,000 tons, and still there is a heavy back-log, particularly in coal and petroleum. The Nyasaland Railways carried 136,000 tons in 1948, against 103,000 in 1945 and 67,000 in 1938; import tonnage for 1949 is estimated at not less than 100,000 tons, as compared with 53,000 tons in 1948. (This includes tonnage in transit to Northern Rhodesia and Tanganyika.) Traffic on the Nyasaland Railway was seriously held up when, in January, 1948, the railway bridge at Chiromo was destroyed by a huge island of sudd floating down the Shire river, and the only railway link with the sea and with Rhodesia and the Union of South Africa thereby broken. The new Chiromo bridge was opened to traffic by the Governor of Nyasaland in January, 1950.

275. Railway facilities are being improved and expanded urgently in order to deal with the pressure of traffic. Between 1947 and 1949 the Rhodesia Railways spent £4 million on capital works, and a much larger expansion programme is to be undertaken in the coming three years. The Nyasaland Railways have put into service 17 new locomotives since the war, seven of them having a tractive effort half as great again as any of the existing stock. One hundred and ninety new goods wagons have been put into service, but, though passenger traffic now is two and a half times as great as it was ten years ago, coaching stock has had to take a lower priority, and none of the twelve passenger coaches for Africans which are on order have yet been delivered.

276. A preliminary survey of three possible routes connecting Rhodesia Railways with the East African railway system was completed in November, 1949, by a firm of British consulting engineers in association with an American firm. The Economic Cooperation Authority agreed to finance the dollar costs of the preliminary survey up to a maximum of \$40,000. As a result of this preliminary survey attention is being concentrated on two of the three possible routes. Both start from Kapiri Mposhi, north of Broken Hill, and go by Kasama to Tunduma, on the Tanganyika border south-west of Mbeya, and thence to Utengule. From there the alternatives are to drive the line north by Morogoro to Korogwe, or to join up with the new line in the Southern Province of Tanganyika, at Nachingwea. The East

Africa Railways and Harbours Administration has begun an engineering survey of the suggested routes with a view to bringing them to paper location. The cost of this survey is being met from funds granted under the Colonial Development and Welfare Act. The potential of economic development and the possible revenue of the areas which would be served by the proposed routes will be assessed by a separate economic survey team.

### Roads

277. Except in Zanzibar, which already has an exceptionally good road system, road improvement is everywhere receiving high priority. Public Works Departments are concentrating first on arterial roads, running northwards in Nyasaland and Northern Rhodesia to connect them with Tanganyika, northwards again in Tanganyika, and east and west in Kenya to link up with the road from Busia on the Uganda border to Jinja, Kampala, and Entebbe.

278. In Uganda the 21 miles of road from Entebbe to Kampala have been surfaced with bitumen; the Kampala—Jinja road is now being surfaced, and the survey has been completed as far as Owen Falls. From Jinja to Iganga the road is being surfaced, and a mobile mechanized team is widening and improving the section to Busia. Other mobile mechanized teams are widening and improving the Mubende, Masaka, and Bombo roads, which will be given bituminous surface dressing.

279. Kenya's black cotton soil is as ill suited for road construction as Uganda's murrum is well suited. Experiments are taking place on the stabilization of earth for road building by mixture with other substances. A Road Authority has recently been set up to carry out the road development programme, and has recommended an expenditure of £9 million over the period 1951-65. Among major achievements since the war is the realignment and resurfacing with bitumen of the 100-mile stretch from Nairobi to Nakuru, which is to be continued westwards to link up with the Uganda road system at Busia. The Kenya Government has also contributed £250,000 towards the cost of a hard-surfaced road between Mombasa and Mackinnon Road.

280. In Tanganyika surveys have been completed and a contract awarded for the construction of the Namanga—Arusha—Moshi—Taveta road to a bitumenized standard. The surveys of the Dar es Salaam—Morogoro and Tanga—Korogwe roads are in an advanced stage, and it is proposed to call for tenders for their construction in the near future. These also will be bitumenized roads. Survey work is proceeding on the Morogoro—Iringa road and the road linking the Dar es Salaam—Morogoro road with the Tanga—Korogwe road. The Public Works Department is realigning and improving the Great North Road.

281. The first two years of Northern Rhodesia's road programme were devoted to soil and geodetic surveys, but by the end of 1949 nine major contracts, valued at £800,000, had been let. The road between Lusaka and Chirundu had been reconstructed to Class I (tarmac) Standard from Lusaka to the Kafue Bridge (35 miles) by September, 1949, and contracts let for twenty-mile stretches at each end of the remaining section. Progress has been made with the laying of bitumen surfaces on more than 90 miles of road in the Copperbelt. Nyasaland's programme was recently revised to concentrate on improvement of the Great North Road. Progress on the reconstruction of the Limbe—Portuguese East Africa road, the Chileka road, and the Limbe—Zomba road has not been as rapid as was hoped.

282. Among new projects in Somaliland is the construction of a road from Erigavo to the coast at Mait to open up a hitherto inaccessible part of the country.

### Civil Aviation

283. Air travel is far more a part of daily life in eastern Africa than it is in Great Britain. The services of Central African Airways and the East African Airways Corporation are by no means confined to the wealthy or official classes: on any aircraft one may find Arab or Somali traders, Indian merchants with their families, or European children on their way to or from school. Figures both for passengers and cargo have soared since the end of the war: Central African Airways (whose services cover Southern Rhodesia as well as the territories under review) can point to a rise in passenger traffic from 14,000 in 1946 to 41,000 in 1949, and in cargo carried from 30,000 Kg. to 458,000 Kg., exclusive of special charters. Both Central African Airways and East African Airways Corporation have been created since the war. The Central African Airways Corporation was set up in 1946, and performs the functions formerly carried out by Rhodesia and Nyasaland Airways: its capital was subscribed by the Governments of the two Rhodesias and Nyasaland, and it is operated by an inter-territorial board. The East African Airways, too, have shown a sharp increase in passengers and freight carried. In 1949 they flew 1,850,000 miles and carried 35,000 passengers, an increase of 60 per cent. over 1948. Freight figures for 1949 were up by 80 per cent. over the 1948 figures. Both lines are at present running at a financial loss; that on the East African line fell to £11,000 in 1949.

284. International air lines fly to Entebbe, Nairobi, and Hargeisa, while flying-boat services call at Port Bell (Uganda), Lake Naivasha in Kenya, and Victoria Falls. As an experiment, the flying-boat service between England and the Union of South Africa has recently been calling once a week at Cape Maclear, on Lake Nyasa, as an alternative to Victoria Falls.

285. The opening of the Lake Victoria Hotel at Entebbe in 1949 produced an immediate increase in large aircraft using the airport, both transient and night-stopping. General facilities at Entebbe are being greatly improved: the runway is being lengthened and the approach cleared by the razing of a small hill; a new reception hall and an additional three acres of hard standing parking apron have been completed. Further facilities and a modern control tower are under construction.

286. Kenya's principal airport, at Eastleigh, Nairobi, is the main trunk-route airport for East Africa and can handle all foreseeable trunk-route requirements. Nairobi West airfield is not big enough to take four-engined aircraft. In Tanganyika, Dar es Salaam airport has similarly outgrown itself; it is to be given over for housing, and a new and more suitable site is being surveyed and is to be developed. Zanzibar airport is being improved so as to be able to take larger aircraft, and new terminal buildings are planned. A grant of £68,000 has been made from the regional Colonial Development and Welfare allotment.

287. An important addition to the chain of airfields which serves Northern Rhodesia's principal towns is the new airport of international standard now being constructed at Livingstone: the surfacing of the main runway was completed in November, 1949, in a race against time with the rains, and the terminal buildings and runway lighting system are well under way. The

airport is scheduled for opening in August of this year. The demand for air transport in Nyasaland increases steadily ; an aeronautical telecommunications scheme has been prepared, the runway at Chileka (Blantyre) airport has been improved to all-weather standard, and plans for a first-class terminal building have been completed.

288. Every territory has gone ahead with the improvement of its smaller airfields for internal traffic, and many have been brought up to all-weather standard. An inter-territorial meteorological service is administered by the East Africa High Commission, but the proposals for a Central African service have not yet been agreed. Meteorological services are operated by the Governments of Northern Rhodesia and Nyasaland.

### **Posts and Telegraphs**

289. From the 1st January, 1949, the Posts and Telegraphs Service of the East African mainland territories became a self-contained and self-financing service. The East Africa High Commission Loan (Posts & Telegraphs) Act, 1950, authorized the raising of loans amounting to £4½ million to finance a programme of development and other capital expenditure.

290. The new automatic telephone exchange at Nairobi should be completed by 1952, and will treble the capacity of the service. New automatic exchanges have been installed in Kampala, Dar es Salaam, Mombasa, and Zanzibar.

291. During 1949 a V.H.F. radio relayed beam link was installed by the East African Posts and Telegraph Service, and four speech channels installed between Nairobi and Nakuru. The quality of the service was excellent, and enabled considerably more calls to pass on this extremely overworked section, which, carrying the bulk of the east-west trunk calls in East Africa, had constituted something of a bottleneck. This was the first use of V.H.F. radio for telecommunications in the Colonial Empire ; similar equipment is now being installed at Kitwe, Northern Rhodesia.

292. Air mail services to and from Central Africa have been greatly improved. A sixpenny air letter service was introduced in 1949 to all countries participating in the international service, and an air mail parcel service now links Nyasaland with Southern Rhodesia.

293. In Nyasaland a daily mail service carried by the Nyasaland Transport Co. was inaugurated in 1949 in eleven areas, and a thrice-weekly service in six others. A twice-weekly service operated by the Posts and Telegraphs Department with Land Rovers superseded the weekly mail carrier service in three areas in the Northern Province in 1950. Considerable improvements are to be made in the telephone, telegraph, and postal services throughout the Protectorate by the use of up-to-date radio and teleprinter equipment and new post offices. Financial approval for £350,000 has been given to cover the first stage.

### **Water Resources**

294. Over most of East and Central Africa rivers or streams with perennial flow are few, and it is necessary to impound and store the seasonal flood waters by means of dams and reservoirs. Dams are built also in catchment areas in order to conserve run-off. In addition, some territories build smaller tank-dams or "hafirs" of one to three million gallons capacity, sited outside the main stream beds and fed by lead-in furrows. Finally, large numbers of boreholes have been sunk. Where the water-table is comparatively near the surface, these are fitted with hand-pumps, but where it is deeper mechanical pumps have to be provided ; wind-pumps have been fitted in some areas.

295. Kenya, which has perhaps the most serious water problems of any territory except the quasi-desert Somaliland, is at present considering comprehensive legislation to control its water resources. Under this legislation the Member for Agriculture and Natural Resources will be Chairman of and advised by the Water Resources Board, comprising the Members of Executive Council for Health and Local Government, and Commerce and Industry, the Chief Native Commissioner, and the Director of Public Works, with eight unofficial members. Regional Water Boards have been set up in each of the Colony's five main natural drainage areas. A Water Apportionment Board will be responsible for distributing and apportioning supplies to users, whether private persons, water undertakers who provide water for domestic or other use, or the municipalities.

296. There are two heavy dam-making units operating in Kenya for use either in African or European areas ; their services are paid for by farmers or African District Councils, and they are financially self-reimbursing. At present there is a subsidy which indemnifies the farmer who sinks an unsuccessful borehole. The piping of tapering streams, which have a marked tendency to lose much of their flow underground, is another method of conserving supplies.

297. An interesting project at present in progress is the driving of a tunnel into the South West Mau to release large quantities of water known to be stored in underground storage spaces between vertical rock faults underneath the mountain. The water will be diverted into the Rongai river, from which, lower down, it will be distributed to 80,000 acres of potentially fertile land. An extensive water scheme is shortly to be carried out in the Northern Frontier Province, Samburu, and Turkana, at a cost of £300,000, and a smaller but considerable scheme is already under way in the Masai country, which carries at least three-quarters of a million head of cattle.

298. Tanganyika's water problem is similar to Kenya's. A number of dams with capacities ranging from 20 million to 500 million gallons have been constructed. All have earth-embankment walls, and most have been built with earth-moving machinery, though a number, particularly in Sukumaland, have been built by hand labour. In order to restrict the use of the water so as to govern the number of people and cattle watering from any one point, and prevent a recrudescence of over-cultivation and over-grazing, water is generally piped from the dam to watering points at a regulated rate, and watering directly from reservoirs forbidden. Supplementing these dams are the tank-dams, of which a very large number have been built since the war, mainly by hand labour under the auspices of the Native Authorities themselves, after the technical officers of the Water Development Department have sited them and tested the permeability of the soil. A number of piped water supplies from mountain springs have been completed, with pipelines varying from one to six miles and flows of from 10,000 to 50,000 gallons a day. A special section of the Water Development Department operates drilling machinery and well-sinking equipment ; unfortunately the underground water table over most of Tanganyika is at too great a depth to allow of the use of hand pumps, the average being over 200 feet.

299. Uganda has four drills working under contract for African local government bodies, besides 11 in its own drilling and reservoir departments. 952 boreholes and 321 reservoirs and dams have been completed: in 1949 alone 95 boreholes were drilled and fitted with hand-pumps, and 25 dams constructed in rural areas. As a result of the co-ordination of geological and geophysical methods of site selection, the proportion of successful boreholes has been raised to the remarkable figure of 90 per cent.

300. Northern Rhodesia brought a Water Ordinance into force in October, 1949, to ensure that the water resources of the territory are properly controlled and fairly shared. The drilling programme is being stepped up, and there are now 18 rigs in the field, from which 400 boreholes are planned; 1949's results were 67 earth dams completed, nine weirs, and 131 wells brought into use.

301. Though Northern Rhodesia is better watered than most territories of eastern Africa, at present there are virtually no data of the supplies of the rivers. Discharges are observed occasionally on the Kafue at the Kafue Bridge, on the Luangwa at the Beit Bridge, and on the Zambezi at Feira; it is proposed to add several more gauging sites on the Zambezi and Kafue. A hydrological survey of the Zambezi has been started.

302. Early in 1950, as the result of information obtained by Professor Frank Debenham in the course of a survey of the Bangweulu Swamps, advantage was taken of exceptionally low water to cut a new channel through the swamps. It is hoped that a permanent lowering of the water level in several areas will result, making available land which appears to be well suited to rice cultivation.

303. Nyasaland has been waging a difficult struggle with shortage of staff and equipment since the war, a struggle intensified by the serious drought of 1948-49. Towards the end of 1949 a drilling rig was obtained from the Union of South Africa, and five more have now arrived from the United Kingdom.

304. Perhaps it is in Somaliland more than anywhere else in eastern Africa that water is literally a matter of life and death. As Brigadier Fisher, the former Military Governor, has put it: "The Somali is known to live on the borderline of starvation, below which he dips in years of drought." The whole question of the Somali's migration is bound up with the availability of water; and the Survey Department, which is responsible for water development, aims by the provision of water supplies at selected places to reduce the seasonal over-grazing which at present threatens to turn Somaliland into an uninhabitable desert. The digging of artificial ponds on the outskirts of the Haud grazing areas may hold up the return of the tribes to their home pastures. Drilling for water has been carried out in the Bokh depression and in the Sawl Haud, but results have been negative. Comprehensive plans for the construction of reservoirs linked with improved grazing control are now under consideration.

305. Hydrographic and hydrological surveys, long overdue in some territories, are now proceeding throughout East and Central Africa, though it may be some years before complete and reliable information is available for all districts. Meanwhile a valuable contribution has been made by Professor Debenham, whose Survey of the Water Resources of East and Central Africa was published in 1949.

### **Power for Industry**

306. What water is to agricultural development, power is to industrial; and eastern Africa is even less well off for sources of power than for water. Details will be found in Chapter VII of investigations into coal deposits in Tanganyika, Nyasaland, and Northern Rhodesia. The other potential source of power lies in hydro-electric schemes.

307. The largest and furthest advanced scheme for hydro-electric power is that going forward at Owen Falls, near Jinja, on the Nile. This in fact forms part of a larger scheme to control the flow of the Nile for the benefit of Egypt and the Anglo-Egyptian Sudan. A dam is being built at Owen



Falls; a contract for £3,639,540 was placed in September, 1949. Ten separate power units, each of 15,000 Kilowatts, will eventually be installed, but the immediate plan is to instal only four of them, giving an output of 60,000 Kilowatts, estimated to be the equivalent of a consumption of 400,000 tons of coal or 150,000 tons of oil per annum.

308. The dam will be 85 feet high and 2,725 feet long, and the work, on which up to 2,000 Africans will be employed, will take some four years to complete. Meanwhile, in order that the industrial undertakings which the power-station is designed to supply can go ahead with their development, a thermal power-station of 11,000 Kilowatts has been erected, and was put into service in February of this year. When the hydro-electric station begins to work the thermal station will be kept as a reserve.

309. The Jinja power station will be operated by the Uganda Electricity Board, which was created as a public utility in January, 1948, and took over the assets in Uganda of the East African Power and Lighting Company Ltd. The Board now operates all electrical supply stations in Uganda.

310. As one result of the new works at Jinja, the Owen and Ripon Falls will be submerged, and the level of Lake Victoria raised over a period of years about 1.3 metres above the highest lever ever recorded. This will involve raising the height of a number of piers and the rebuilding of factories and godowns; the Egyptian Government, as a principal beneficiary of the scheme as a whole, will pay compensation, and will also reimburse the Uganda Electricity Board for loss of power caused by necessary reduction in the flow of the river.

311. In Central Africa, a Commission set up under the auspices of the Central African Council is undertaking investigations into the potentialities for hydro-electric power of the Kariba and Kafue gorges. It is financed jointly by the Governments of Northern and Southern Rhodesia. The investigations of the Commission into the technical aspects of the proposed schemes are not yet complete, and more data of their possible effect on the flow of the Zambezi have still to be collected before the Commission can present its report.

## VI. RESEARCH AND SURVEYS

312. The outstanding development in research in East and Central Africa since the war has been the establishment of regional research organizations. Regional collaboration in Central Africa takes the form of a Standing Research Advisory Committee, set up under the auspices of the Central African Council to co-ordinate research proposed in the two Rhodesias and Nyasaland. East Africa has made considerably more progress, and has created inter-territorial bodies for nearly all the important branches of research as joint services under the East Africa High Commission. Dr. E. B. Worthington has been appointed Scientific Secretary to the East Africa High Commission: his functions include the advising of the High Commission on research questions and the maintenance of liaison with bodies carrying out research in East Africa and elsewhere.

313. Generally speaking research work can be divided into two types: fundamental research on matters of universal application, and technological research and investigations. There is also of course the practical application of the work done to the particular problems in hand. Fundamental research in East Africa is now wholly undertaken by the regional bodies. Duplication of effort is thereby saved; greater efficiency is achieved, and a saving of capital expenditure and personnel; recruiting is improved, because inter-territorial organizations offer wider scope; arrangements for the seconding of specialists from the United Kingdom or the Dominions are made easier; and a better service is offered to territorial technical departments and others interested in using the results of research. In technological investigations, regional and territorial organizations meet and as it were take over from one another. Practical application remains in the hands of territorial organizations.

### Headquarters and Facilities

314. The East African Agriculture and Forestry Research Organization (E.A.A.F.R.O.) and the East African Veterinary Research Organization (E.A.V.R.O.) are to have adjacent headquarters at Muguga, Kenya. An area has been excised from forest reserve for this purpose: E.A.A.F.R.O. has some 1,600 acres at Muguga South, and, separated by a wedge of forest, 900 acres will be occupied by E.A.V.R.O. at Muguga North. A grant of £275,000 was made for capital works from the regional allocation of Colonial Development and Welfare funds, and the buildings and access and internal roads are nearing completion. Meanwhile research is carried on at Amani Agricultural Research Institute in Tanganyika, and at the Kenya Veterinary Laboratory at Kabete; additional buildings have been erected at Kabete and paid for from E.A.V.R.O.'s Colonial Development and Welfare grant.

315. The East African Inland Fisheries Research Station is located at Jinja, Uganda; the buildings have been completed and equipped, and two launches purchased. Headquarters for the East African Tsetse and Trypanosomiasis Reclamation and Research Organization (E.A.T.T.R.R.O.) are to be built in Nairobi (a Colonial Development and Welfare grant has been applied for), and a Central Trypanosomiasis Research Institute is proposed at Sukulu, in Uganda.

316. At the beginning of 1949 an East African Advisory Council on Agriculture, Animal Health, and Forestry was set up to survey the field of research technology and practice. Sub-committees have been appointed to deal with particular subjects, and Government or unofficial interests are represented on them as necessary.

## **Agriculture and Forestry**

317. Dr. B. A. Keen, formerly Deputy Director of Rothamsted Experimental Station, was appointed in 1949 to be the first Director of the East African Agriculture and Forestry Research Organization.

318. Research into agricultural problems of local importance is going ahead throughout eastern Africa. From many examples one might mention the research into black arm disease of cotton being carried out at the agricultural research station of the Uganda Government at Kawanda ; the work of the coffee research station at Lyamungu, on the slopes of Kilimanjaro, Tanganyika ; the opening of a new coffee research station at Ruiru, Kenya, in 1950, and of a tea research institute by Messrs. Brooke Bond at Kericho ; the experiments with flue-cured tobacco at Kasungu, Nyasaland. The Empire Cotton Growing Corporation is establishing a research station at Namulonge, Uganda, to serve all cotton-growing territories. A problem of particular urgency, and also of extreme difficulty from the scientific aspect, is the threat to Zanzibar's clove industry from "sudden death" disease: the grant of £193,000 made from Colonial Development and Welfare funds after the visit of a scientific mission from the United Kingdom covers a special research scheme under E.A.A.F.R.O. as well as compensation to owners for the cutting-out of diseased trees. The Zanzibar Agricultural Department is experimenting with possible alternative\* plantation crops, including cacao.

319. In Central Africa, Northern Rhodesia has opened four more agricultural stations since the war. £35,000 has been granted under the Colonial Development and Welfare Act for an Agricultural Research and Experimental Station at Lilongwe, Nyasaland, which will test a wide variety of crops: land has been acquired and building begun.

320. A fertilizer research scheme covering the East African territories collates information on the response of different soils and crops to various fertilizers, and has carried out further research at Amani based on the information obtained. The Kenya Department of Agriculture and Imperial Chemical Industries Ltd. operate a joint scheme in the Kenya Highlands under the supervision of the Director of E.A.A.F.R.O. Experiments with soda-phosphate prepared from the rock-phosphate deposits of Tororo, Uganda, and the soda-ash of Lake Magadi, Kenya, seem to show that it is less effective weight for weight than imported superphosphates.

321. Forestry research, while it falls within the province of E.A.A.F.R.O., is largely carried out by territories departmentally, and directed towards the selection of the most suitable trees, indigenous or exotic, to carry out the reafforestation programmes. A survey of the timber resources of Northern Rhodesia, long overdue, was launched in 1950 after the Forestry Department had been built up to the requisite numbers ; £40,000 was allocated from Colonial Development and Welfare funds for this scheme.

## **Animal Husbandry and Veterinary Research**

322. Northern Rhodesia has applied for a Colonial Development and Welfare grant for a comprehensive veterinary research scheme. It is planned, subject to the necessary safeguards, to import a certain number of stock from Tanganyika in an attempt to improve the breed of native cattle and increase the livestock population.

323. A grant for a disease survey and laboratory in Nyasaland has been approved. Present facilities are extremely limited. Land has been acquired for three stock improvement centres, one in each province: foundation stock have been purchased, but development is held up by shortage of staff.

324. In both Central African territories the periodic flare-up of rabies makes considerable demands on the time of veterinary staffs.

325. It is intended that the East African Veterinary Research Organization should become responsible for the manufacture of vaccines and biological products for the East African region, and their production was in fact transferred to it for a time. In the spring of 1949, however, certain vaccines issued by the Organization were found to be faulty, and production has temporarily reverted to the Kenya Veterinary Department pending reorganization.

326. Research on rabbit-adapted rinderpest virus is being actively pursued: results are promising, and several thousand doses have been distributed in Kenya, Tanganyika, and Uganda for careful trials. Research on the adaptation of viruses to a chick embryo medium is also being conducted at Kabete by a worker who has spent a period studying this technique at Onderstepoort, in South Africa. The work on antrycide by Imperial Chemical Industries (Pharmaceuticals) Ltd. in conjunction with E.A.V.R.O. continues. A programme of research on antrycide in collaboration with the East African Tsetse and Trypanosomiasis Research and Reclamation Organization and with the territorial Veterinary Departments has been launched.

327. A tuberculosis survey by E.A.V.R.O. in Tanganyika has begun in the Dar es Salaam area. A helminthologist has started work at Kabete, after a period spent in tick studies with Dr. Theiler at Onderstepoort. Both of these workers have had laboratory accommodation provided for them at Kabete pending the completion of the E.A.V.R.O. buildings at Muguga.

328. Makerere College has appointed a Professor to its Clinical Veterinary School, and a house and ancillary buildings have been constructed at Kabete.

329. The territorial Veterinary Departments are continuing their work on the improvement of stock in both European and African areas.

### **Tsetse and Trypanosomiasis**

330. On the recommendation of the Secretary of State's Tsetse Fly and Trypanosomiasis Committee, Professor P. A. Buxton visited East and Central Africa in 1945 and 1946. The results of his observations of the trypanosomiasis problem have been published as a non-parliamentary paper under the title, "Trypanosomiasis in Eastern Africa, 1947."

331. Professor Buxton was also asked to make recommendations for future work, and as a result the East African Tsetse Reclamation Department, the Tsetse Research Institute at Shinyanga, and the Trypanosomiasis Research Institute at Tinde were in 1948 combined to form the East African Tsetse and Trypanosomiasis Research and Reclamation Organization (E.A.T.T.R.R.O.), under the directorship of Dr. H. M. O. Lester.

332. The results of this amalgamation have shown themselves in closer liaison between the different sections, and it is encouraging to note that the tsetse research staff at Shinyanga are now also concerned with trypanosomiasis problems, the trypanosomiasis research staff have assisted with tsetse research, and both are being consulted on reclamation problems. However interesting and important individual research problems may be, the fundamental aim of the Organization as a whole is recognized by the Director to be of assistance in the development of East Africa.

333. With this guiding principle in mind the Director has produced new proposals for internal organization and the future programme of work. These take into account the projected establishment at Sukulu of a Central Trypanosomiasis Research Institute.

334. During the past year there has been a gradual change of emphasis in certain aspects of tsetse research and a new programme designed as a team effort and as a practical contribution to the solution of the trypanosomiasis problem as a whole has been prepared. It has been accepted that the first requirement is a precise description of tsetse habitat, and a new approach is now being developed with the idea of evolving survey technique which will produce firm data from any area on the relation of local tsetse to local environment. Experiments concerning the elimination of game and discriminatory clearing have continued with useful results, and one area in which discriminatory clearing combined with fire exclusion has practically eliminated *Glossina Swynnertonii* is being released for settlement by the Wasukuma. Advantage of this will be taken to make ecological studies of resettlement.

335. Dr. Fairbairn, whose distinguished work in the field of trypanosomiasis research is well known, has left the research station at Tinde on retirement. Work continues there on the virulence cycle of *Trypanosoma rhodesiense* with the strain which has been maintained there for some years.

336. Six schemes of experimental reclamation are being operated by E.A.T.T.R.R.O.: two in Tanganyika, three in Kenya, and one in Uganda. Detailed studies of the fly distribution, to determine the most favourable habitats and to devise methods of control which entail the minimum destruction of vegetation and the lowest possible expenditure, have been made.

337. The work of E.A.T.T.R.R.O. is not designed to remove from the East African Governments the responsibility for practical tsetse control and reclamation measures in their own territories. Each East African territory maintains its own tsetse control organization, as well as a Tsetse and Trypanosomiasis Committee on which Administrative Officers sit together with the Heads of Departments and technical officers concerned, so that campaigns against tsetse may be co-ordinated with other development plans. These bodies may, however, call upon E.A.T.T.R.R.O. for advice and assistance in their problems. Among requests which have been received has been one from the Government of Zanzibar, and as a result an investigation of the bionomics of *Glossina Austeni* has been started in the Protectorate.

338. Experiments with Imperial Chemical Industries' trypanocidal drug antrycide have been carried out since 1948 in East Africa, and E.A.T.T.R.R.O., E.A.V.R.O., and the territorial Veterinary Departments have all had a part in this. Varying results have been obtained to date in experiments with antrycide as a prophylactic drug for enabling herds to be established in fly-infested areas, and it has recently been recommended that more intensive research should now be directed to curative effect and toxicity so as to deal with the problem of existing herds. Recent work done on original infection in new tsetse areas seems to confirm the early results obtained about the curative value of antrycide. But doses of the mixture of antrycide methyl sulphate and antrycide dichloride which were recommended for prophylactic purposes appear in some cases to mask infection. Incubation periods may be greatly prolonged, and cryptic infection may develop. The development of a sound curative drug would be of immense value, especially if it provided sufficient protection to allow cattle to be taken through infected areas on the way from one fly-free pasture to another, or to an abattoir. It might also be of great value in marginally infested lands.

339. Field tests on the use of gammexane smoke cannisters against *Glossina Pallidipes* have been carried out at Tanga by E.A.T.T.R.R.O. in conjunction with Imperial Chemical Industries and the Tanganyika Government. It is

not yet possible to say whether fly can be entirely eradicated from an area by this method. In Kenya, where the carriage of tsetse by railway trains is a serious matter, experiments have been carried out on the disinfection of trains by spraying them with pyrethrum extract in diesel oil at points on the borders of infested areas.

340. Northern Rhodesia has established a Department of Game and Tsetse Control, which has carried out a successful clearance and resettlement project in the Eastern Province as well as a number of other schemes, among them an all-out attack on tsetse in the area of Feira by means of game control and bush clearing following an outbreak there of sleeping sickness. This Department and the corresponding Department in Nyasaland are carrying out tsetse surveys.

### **Insecticides**

341. A Colonial Insecticides Research Unit has been operating for several years in East Africa, and its headquarters have recently been moved from Entebbe to a more permanent establishment at Arusha, Tanganyika. Recent work includes the testing of the effect against tsetse flies of insecticides sprayed from aircraft. D.D.T. sprayed from aircraft has also been used against simulium ("Mbwa-fly" or "buffalo-gnat"), the vector of onchocerciasis, in the area of Jinja. In Kenya simulium has been completely eliminated from rivers in Southern Nyanza by the use of an emulsion of D.D.T. introduced into the water in the proportion of one in a million.

### **Fisheries Research**

342. The work of the East African Inland Fisheries Research Organisation has confirmed the abundance of *mormyrus* in the deeper waters of Lake Victoria, and there is no doubt that a large potential fishery exists at the deeper levels. Work is now proceeding on *haplochromis*, a predatory fish of little economic value on account of its small size, which none the less seriously affects the density of the fish population as a whole by its predatory habits. The Lake Victoria Fisheries Service has three motor fishing vessels in service on the Lake, and is collecting statistics directed among other things towards recording the catches of nets of different mesh in order to have facts on which to base fishing rules.

343. A scheme for an inter-territorial survey at Zanzibar of the marine fisheries off the East Coast, in which Kenya, Tanganyika, and Zanzibar are interested, has been formulated.

344. The possibilities of fish farming are being investigated departmentally by most of the East and Central African territories. Some dams in Kenya have been experimentally stocked with *tilapia*. Progress on the fish-farming project in Northern Rhodesia, hitherto held up for lack of earth-moving equipment, is now going ahead rapidly at Chilanga. Rapid progress is also reported from Tanganyika.

### **Locust Control**

345. A long campaign against the desert locust in the north-eastern part of Africa and in Arabia, which had been instituted in 1940, was brought to a successful close in 1948 when the swarming cycle waned. The East African Anti-Locust Directorate was then wound up, and from October, 1948, its place was taken by the Desert Locust Survey. Headquarters are in Nairobi, and mobile units are located at Hargeisa, Asmara, Aden, and Jeddah (Saudi Arabia), to give warning of and take immediate action against incipient swarms.

346. The respite in 1948 was, however, short-lived : in May, 1949, the re-appearance of desert locust swarms over a large area of western Saudi Arabia, Yemen, and Aden constituted a serious threat, for if they bred successfully there was danger of a new outbreak. Emergency plans were drawn up and arrangements made to reinforce the Survey's staff and transport in the danger areas ; contributing Governments agreed to provide up to £60,000 for control measures. The swarm infestation proved less than had been feared, but further control measures became necessary in the winter of 1949-50. Swarming continued in areas outside the control of the Desert Locust Survey, and warning that a serious plague might develop in the summer and winter of 1950 was given in February of this year. Precautionary measures were at once organized.

347. Early in 1950 locusts were reported all along the coastal strip of the Somaliland Protectorate, and energetic measures were taken by the Desert Locust Survey assisted by the local Administration to combat the swarms. This action resulted in active opposition from certain elements of the population, who believed that the laying of bait would poison their stock. Although the fallacy of this was demonstrated to them their opposition continued, and resulted in incidents in which police and military were forced to open fire in defence of life and property.

348. Further south, the red locust is a potential threat to Tanganyika and the Central African Protectorates as well as to the Belgian Congo, Southern Rhodesia, and the Union of South Africa. In 1947 the International Red Locust Control Service was set up under the Directorship of Monsieur H. J. Bredo, government entomologist in the Belgian Congo ; the headquarters are at Abercorn, Northern Rhodesia. The International Red Locust Convention signed between the United Kingdom, Belgium, and the Union of South Africa placed the service on a permanent basis the following year. The Governments of the three signatory nations share the cost of the service.

349. An intensive campaign against red locust hoppers in southern Tanganyika included spraying with D.N.O.C. insecticide from aircraft supplied by the United Kingdom and Union of South Africa Governments. Operations were successfully wound up in 1948. A follow-up operation against hoppers in the Rukwa area was found to be unnecessary. Seven swarms were reported in the Katisunga area, and despite their partial destruction with Buffalo spraying machines it was necessary to prepare for large hopper concentrations scattered over a wide area. Katisunga may be a secondary breeding place for locusts escaped from the Rukwa area. Work in the Mweru since 1948 has been reduced to the level of a control operation rather than a real campaign. Funds were provided in the 1949-50 budget for campaigns in the Rukwa and Mweru areas should they prove necessary.

350. The main direction of anti-locust measures in all regions comes from the Colonial Office's Anti-Locust Research Centre in London, under the direction of Dr. B. P. Uvarov. Reports of breeding and swarming from all over the world are sent to this centre, which then collates them and advises Governments and inter-territorial organizations on the measures to be taken.

### **Medical and Health Research and Surveys**

351. Research in the field of medicine and health, as in other fields, has in East Africa been handed over to inter-territorial authorities. Since 1949 these have been directed by an East African Bureau of Research in Medicine and Hygiene, with headquarters in Nairobi. The scope of the Bureau's

activities are: firstly, to serve as a projection of the Colonial Medical Research Committee in the East African region, in order to advise on health research projects from the East African point of view and to make arrangements in East Africa for work by medical research workers who become members of the Colonial Research Service; secondly, to advise the East African Medical Departments and the East Africa High Commission on all matters relating to health and medical research and its application; and thirdly, to provide an information service for medical and health workers concerned with the East African region, whether they are working within the region or elsewhere.

352. An East African Medical Survey—now rechristened East African Health Survey—was instituted in 1948, and in 1949 responsibility for it was assumed by the East Africa High Commission. Its object is to collect as complete information as possible on all matters affecting the health of selected sections of the African population. The Health Survey is at present working at Malya, in Tanganyika: more than a thousand people have been examined, and results are being tabulated. Further staff and facilities, especially pathological and statistical, are required if the data obtained are to be really complete.

353. An inter-territorial leprologist was appointed in East Africa in 1947. Investigations in all three territories spread over the past three years have led to the conclusion that the incidence of leprosy in East Africa is considerably higher than was thought: in Uganda it is put as high as 54.0 per thousand, in Tanganyika 14.3, and in Kenya 10.2 per thousand. Advice on control and policy have been given. Aulosulphone, a new drug recently introduced, has produced striking cures even in advanced cases, and its cost is less than one-twentieth of that of the very effective sulphetrone.

354. Approval was given for the establishment of an East African Malaria Unit in 1949, and a Director appointed. Current research, both in East Africa and in Northern Rhodesia, is largely concerned with the effect of treating African dwellings in hyper-endemic areas with residual insecticides such as D.D.T. There appears to be a danger that children born and brought up in houses which have been to some extent freed from malarial mosquitos may lose the degree of immunity they might otherwise acquire, and become more liable to infection if they move to other parts of the country. The setting up of the East African Malaria Unit has resulted in an increasing ascertainment of malaria incidence and co-ordination of anti-malaria activity in all three territories.

355. Other medical research schemes going forward include the work on yellow fever at the East African Virus Research Station at Entebbe, now taken over from the Rockefeller Institute by the East Africa High Commission; a Filariasis Research Unit at present operating in Tanganyika, also now under the auspices of the East Africa High Commission; research currently being carried out at Meru, Kenya, on the bionomics of the tick which is the vector of relapsing fever; and a tuberculosis survey launched early in 1950 in Northern Rhodesia.

### Nutrition

356. A number of surveys and observations on diets and nutrition have been carried out in East Africa since the end of the war. At the present stage however, while staff for this work are few and so much fresh ground awaits its first investigation, the progress of nutritional survey must inevitably be slow. Marked variations in the types of food eaten often occur, both in nearby localities and also within the same area at different seasons of the



year. Until the make-up and relative distribution of these various dietary patterns is more fully understood, every new area must be investigated in detail and over a fairly long period. In addition, so as to obtain a more constructive picture of the nutritional background of each community, it is very desirable that the findings of food consumption surveys should be related to the local incidence of nutritional and other diseases and also to the position regarding food production and supplies.

357. Comprehensive surveys of this nature have been made in three rural areas of Northern Rhodesia during 1947-49 by a team including the territorial Nutrition Officer. Assistance in the most recent survey was given by Dr. Dean Smith of the Central Nutrition Organization, and it is hoped that the results will help in forming the basis for area development plans. The Nutrition Officer in Tanganyika has carried out extended dietary surveys in the Mlalo Basin and the Makonde Plateau, and in other districts she has collected data on food habits; although in the Mlalo Basin the general state of nutrition was very poor, the rarity of dental caries contrasted strikingly with its high incidence in the Makonde area. That, on the whole, the health of the teeth is good in Tanganyika and Uganda was shown by large-scale dental surveys made in 1946. In both cases the incidence of dental caries was lower than among similar groups in Great Britain.

358. An interesting research study was carried out among railway employees in Nairobi in 1947, on the factors affecting labour efficiency. Evidence was found that, while the diets obtained by these workers are generally adequate, there is a widespread occurrence of clinical abnormalities of skin, hair and parotid glands. These may represent a chronic state of malignant malnutrition starting from early childhood. Clinical investigators in various centres in East Africa have been giving much attention to this form of malnutrition, and to the anaemias which commonly accompany nutritional ill-health, in order to discover the rôle played by dietary or parasitic factors. Studies are in progress at Mulago Hospital, Uganda, under a research scheme financed with the aid of a Colonial Development and Welfare grant, and also at the new Medical Research Laboratory in Nairobi—where the biochemist to the Kenya Government has been making investigations on foods and nutrition for a number of years.

### Social Science

359. It was decided in 1945 to set up an East African Institute of Social Research at Makerere with the help of a Colonial Development and Welfare grant. Dr. Audrey Richards, Reader in Anthropology in the University of London and a member of the Colonial Social Science Research Council, was appointed Director in 1949, and took up her post in March, 1950. Several research schemes are already in train.

360. Anthropological studies have been continued in Northern Rhodesia and Nyasaland by the Rhodes-Livingstone Institute. The work done by this organization has attained a very high standard. Although it is an independent body not created under the auspices of the Colonial Social Science Research Council, it receives grants from Colonial Development and Welfare research funds, and is in many respects the prototype of a colonial social science research institute.

361. A grant was made in 1946 to enable the Government of Kenya to recruit a number of sociologists, who are working directly under the Government on field studies required in connection with land and settlement problems. By the end of 1948 six sociologists had been appointed. Professor I. Schapera visited Kenya in 1947 and reported on the working of the scheme, at the same time producing a valuable survey of the Colony's social science research needs.

362. A sociological study of Zanzibar was carried out during 1948 and 1949 by Professor Edmund Batson, Dean of the Faculty of Social Science in the University of Cape Town.

363. A research team led by Dr. C. H. Northcott carried out a study of the efficiency of African labour employed by the railway company at Nairobi. Their report was published in 1948 as Colonial Research Publication No. 3.

364. Several of the British students who have been awarded Colonial Social Science Research Studentships have been posted for two years' field work in the East African territories after completing their period of training in England. One or two American sociological workers have also been sent to East Africa with a Colonial Development and Welfare grant made for this purpose.

### **Geological Surveys**

365. There has been a considerable expansion since the war in the establishment and activities of the territories' Geological Surveys—a measure of the important part their work plays in the economic growth of the territories. This expansion has been much more marked in East Africa than in Central Africa, and has been carried out in the face of extreme difficulty in recruiting. In Uganda, for example, although four geologists and one senior geologist took up their duties during the last quarter of 1949, there still remained vacancies for five geologists or chemists. In Kenya the Mines and Geological Department now contains one Chief Geologist, a senior geologist, nine geologists and one chemist. At the moment of writing there are still vacancies for three geologists but they will be filled shortly; it will be more difficult to find one senior geologist and one petrologist. There are three engineer-geologists and two vacancies in the Public Works Department and one is employed by the African Land Settlement and Utilization Board.

366. Tanganyika supplies a striking instance of post-war expansion. The Geological Division of the Lands and Mines Department consisted in 1945 of the Chief Geologist, four geologists, one geological draughtsman, and two metallurgists, with a clerical staff of two. By the beginning of 1950 this establishment had grown into an independent Geological Survey Department, and its establishment now comprises the Director, 15 geologists, two metallurgists and one mineralogist-chemist, one chemist, two geological draughtsmen, etc.

367. The activities of the Geological Surveys are linked closely with those of commercial mining interests, whom they advise on and assist with prospecting. Their work also includes reconnaissance surveys having as objective the completion, at least to reconnaissance standard, of the geological maps of the territories; and the more detailed mapping of the most important mineral deposits. In the Central African territories the same Departments are responsible for geological surveys and for water. Northern Rhodesia's Geological Survey is on a scale perhaps surprisingly small for

a country whose economy depends so much on mineral exploitation ; but a great deal of prospecting is done by commercial companies, while a survey of the Protectorate's coal resources is now being made. Post-war progress in the location and development of minerals in eastern Africa is dealt with in greater detail in the section of Chapter VII devoted to Minerals.

### **The General Survey in Somaliland Protectorate**

368. The General Survey was set up in Somaliland Protectorate in December, 1943, and financed by a Colonial Development and Welfare grant of £54,000. It was not intended to be a permanent body : its programme was designed to be completed by 1950, and comprised :

- (a) The collection and compilation of data on rainfall and the seasonal distribution of the tribes ;
- (b) water development (see paragraph 304) ;
- (c) the preparation of a new and authentic gazetteer of Somaliland Protectorate, mapping where necessary ;
- (d) the preparation of a bibliography ;
- (e) mineral exploration ; and
- (f) the preparation of a final Report, to be issued in 1950.

So far, no minerals of value have been discovered in payable quantities in Somaliland. The Somaliland Oil Exploration Co., a subsidiary of the Shell group, continues prospecting for oil ; its headquarters are at Sheikh.

### **Geodetic and Topographical Surveys**

369. Since May, 1947, Lancaster aircraft of No. 82 squadron, Royal Air Force, have been carrying out air photography in the East and Central African territories on behalf of the Directorate of Colonial Surveys. It is planned ultimately to produce accurate maps of the entire territories, but for the time being priority has to be given to areas in which development schemes are planned, such as two of the Overseas Food Corporation's sites in Tanganyika, the Kariba Gorge of the Zambezi river (where a hydro-electric scheme may be sited), the possible routes of a railway link between East and Central Africa, and so forth.

370. Mosquitos of a Middle East squadron based at Fayid did some aerial photography in Somaliland in 1947, and later in the areas of Mount Kenya and Mount Elgon. Some supplementary air photography work has been carried out in Northern Rhodesia and Nyasaland by charter companies and in Tanganyika by Ansons of the Civil Aviation Division of the Department of Surveys and Town Planning.

371. Survey parties of the Directorate of Colonial Surveys are at work on the ground in all six mainland territories of eastern Africa, providing control data for mapping. They work in the closest cooperation with the Survey Departments of the territories in which they are operating.

372. The actual preparation of maps is carried out at the Headquarters of the Directorate of Colonial Surveys at Bushy Park. The mapping position to date is :—

<i>Kenya</i>		<i>Square miles.</i>
Planimetric maps published	51	15,300
Planimetric maps in course of production	70	21,000
Fully contoured maps published	1	300
Fully contoured maps in course of production	3	900

### *Uganda*

The little known districts of Karamoja and West Suk comprising an area of some 11,500 square miles are at present in hand; the first few sheets are daily expected from the printing press.

*Square miles.*

### *Tanganyika*

Planimetric maps published ... ..	61	18,300
Planimetric maps in course of preparation	109	32,700

### *Nyasaland*

Planimetric maps published ... ..	9	2,500
Planimetric maps in course of preparation	35	10,500

### *Northern Rhodesia*

Planimetric maps published ... ..	3	900
Planimetric maps in course of preparation	63	18,900

The area of the Kariba Gorge Scheme, comprising some 20,000 square miles, is in hand for contouring; the planimetric work is complete.

373. The areas for which air photographs have been completed are very much larger than these: Tanganyika 110,600 square miles, Uganda 49,400 square miles, Kenya 78,600 square miles, Zanzibar and Pemba 1,300 square miles, Northern Rhodesia 123,700 square miles, Nyasaland 30,800 square miles, and Somaliland Protectorate 27,800 square miles.

374. Territorial Survey Departments have been fully occupied on work of more purely local importance, and have been expanded considerably, though recruitment still lags behind requirements. Increasing numbers of Africans are being trained in survey work, for which they seem to show a considerable aptitude.

## VII. THE DEVELOPMENT OF NATURAL RESOURCES

### Use of the Land in African Areas

375. The first aim of development in eastern Africa is increased production, with the special objective of making the territories as a whole self-supporting in food. For the great majority—the Africans—this implies dependence on subsistence farming. But the peasant farmer can no longer practise shifting cultivation on the scale which he did formerly, for the available land has to support ever-increasing populations, and cash crops now claim their share of the acreage. Pressure on the land is growing, and in many areas has become an acute problem. The stress today must therefore be on higher yields and more effective measures to conserve soil fertility and check erosion: in fact, on more intensive use of the land rather than on bringing more land into use, although in areas of sparse population resettlement through the reclaiming of land by providing water supplies or clearing tsetse-infested bush has an important part to play.

376. Properly used, a good deal of the land in East and Central Africa can still carry populations substantially larger than today's—which were themselves shown by the East African census of 1948 to be considerably larger than had been thought.

377. In every territory there have been large-scale African resettlement schemes on land formerly unoccupied: some of these are described in Chapter V. The Right Honourable Sir Sydney Abrahams was appointed in 1946 to examine on the spot the serious problem of congestion of population in Nyasaland, together with certain related land problems. As a result of his recommendations certain areas of privately-owned land have been purchased by the Government for controlled resettlement of Africans. In Tanganyika a Commission under Mr. Justice Mark Wilson examined the distribution of alienated and tribal lands in the area of Kilimanjaro and Meru mountains in the Moshi and Arusha districts, and made recommendations aimed at relieving the congestion of the African populations in tribal lands, and advised the Government on the availability or otherwise of land in these areas for further non-African settlement. Following the submission of the Commission's Report the Government allocated a number of ex-enemy estates in both areas to tribal use. Some non-enemy estates were also reverted to African use in place of a corresponding area of highly developed ex-enemy estates which it was decided to re-alienate in view of their economic value to the whole territory.

378. The loss of soil fertility through soil erosion and over-cultivation is a serious problem in most parts of East and Central Africa, particularly where peasants are no longer able to practise shifting cultivation. The problem is perhaps most urgent in Kenya: there is no doubt that the land in the Central Province and the rich maize-growing area of the Nyanza Province is losing its fertility, and soil erosion on the steep, intensively cultivated slopes is widespread.

379. Every means of persuasion and propaganda is being used to induce Africans to conserve the soil by crop rotations, by manuring, by cultivation along the contours and building terraces or leaving grass strips along the slopes to check erosion and maintain or enhance soil fertility. Results of the campaign are now becoming visible. Improved methods of cultivation have been introduced in a number of areas and soil conservation measures are being more widely adopted. The people themselves seem at last to

have become aware of the need for soil conservation, and to have determined to play their part. In Kenya there has been some resistance to this policy, partly stirred up by irresponsible African politicians; but though the political factor is still present the Kenya peasant farmers as a whole are now adopting a more helpful attitude. In Nyanza Province some 35 per cent. of the cultivated land is under some form of protection: in the Central Province 81,000 acres are now terraced, as compared with 23,000 acres in 1944.

380. One of the barriers to the improvement of African cultivation lies in the haphazard distribution of the land under traditional systems of land tenure. For obvious reasons soil conservation works cannot be effectively undertaken piecemeal, but must cover complete natural features; nor is it easy to initiate and supervise agricultural betterment schemes or to introduce mechanization with the present patchwork layout of small holdings.

381. The Governments are well aware of the need to devise new farming systems, capable of general adoption, which will ensure that the land is more scientifically and more efficiently worked. Accordingly experiments are being carried out in some territories with group farms. A group farm is not, it must be emphasized, the same as a collective farm: it is an arrangement by which a number of farmers agree to the redistribution of the land so that their holdings are conveniently grouped for the carrying out of measures for improved farming. Although group farmers are encouraged to form primary co-operatives for the sale of their produce, each man's holding remains strictly his own.

382. Anything from half a dozen to twenty or thirty farmers may form a group. The whole area is first laid out as one large model farm, with the cultivated strips, terraced or divided by grass strips, running along the contours. This area is then divided into separate holdings by lines drawn at right angles to the contours. (On one group farm on the Kericho district of Kenya, the Kipsigis farmers have even agreed to accept plots all of the same size.) The strips can then be ploughed from one end of the contour to the other, individual farmers remaining responsible for clearing, stumping, and weeding their own plots.

383. The same crops are planted along whole strips within the group. Thus the highest strip may be of maize, the next a root crop, the third eleusine grain, and the three lowest fallow, divided into paddocks for the livestock. In the following year each crop moves down a strip. For diversification, one or two rows of potatoes or other vegetables can be sown along the whole length of the contour.

384. In several instances group farmers have rebuilt their homes at the top of the slope, or along a given contour; this has advantages when social services are to be provided, as well as in leaving the arable land clear. It has been noticed that Africans who have moved their homes in this way have often put up improved dwellings on the new sites.

385. The principle of the group farm is something new to the conservative, somewhat suspicious, African farmer. Most of the group farms so far established either form part of Government experimental schemes or are very closely supervised and generously aided. (In the Kericho area, for instance, Government did all the first year's ploughing free, and provided the wire and posts for the fences.) In Uganda, group farming experiments at Ngogwe and Serere are being combined with tests on the introduction of mechanization into African agriculture.

386. Experiments carried out by territorial Agricultural Departments over a period of years have provided the data which, if applied generally, would result in very considerable increases in yields per acre, both of food and cash crops. The difficulty is to persuade the African peasants to adopt the methods evolved, and to this end the staffs of Agricultural Departments have been expanded, notably by the addition of African demonstrators. The betterment schemes in Kenya have been described in Chapter V, paragraphs 250-1. In a number of territories bonuses are given to African improved farmers, e.g. in Northern Rhodesia, where they get sh.15 per acre of improved land under maize.

### European Settlement

387. In Kenya, Northern Rhodesia, and Tanganyika controlled agricultural settlement by Europeans has been taking place since the war under carefully prepared schemes. Financial help from Governments has been given in the form of loans to be repaid by the settlers, but only to approved applicants whose qualifications have been very carefully examined. New settlers have taken up land in considerable numbers. In Kenya, where between 1938 and 1948 the area farmed by Europeans increased from 5,000,000 acres to 6,000,000 acres, nearly all available Crown land has now been allocated, and in Northern Rhodesia Crown land is growing scarcer and freehold values higher. There has been a move towards sub-dividing large, incompletely exploited estates into two or more units and re-grouping very small farms into units of a more economic size.

388. Two schemes for settlers were launched by the Kenya Government in 1946. Under the Assisted Ownership Scheme, for which applicants had to be in possession of £3,000-£5,000, settlers bought their land from the Government and received a loan of 90 per cent. of its value, at the European Settlement Board's valuation, on first mortgage. The money advanced was to be used for permanent improvements, including the building of a house.

389. In 1947 the Assisted Ownership Scheme was closed, and applicants were switched to the Tenant Farmers Scheme. Under this, settlers were granted 48-year leases on unexploited Crown land, undeveloped farms, or unexploited parts of large estates. The Crown remains as landlord, and the tenant pays a rental of  $4\frac{1}{2}$  per cent. of the value of the land with an option to purchase after five years. Government loans for permanent improvements were available at  $4\frac{1}{2}$  per cent. By the middle of 1948 all the farms in the scheme had been taken up. By the end of 1949 there were 23 farmers operating under the Assisted Ownership Scheme, and 207 tenant farmers; the latter occupy 80,000 acres of Crown and 257,000 acres of land already alienated and now sub-divided. Both these schemes were financed in the first instance from a Government grant of £1,600,000, on which the European Settlement Board pays 3 per cent. interest, and from which they had to pay their initial capital expenditure.

390. Applicants for these schemes were interviewed in London by a Committee of Selection under the chairmanship of the East African Commissioner; their wives were also interviewed for suitability. Local applicants went before a committee in Nairobi. It is a tribute to the work of the London committee that only one settler has asked to give up, and he was a local man; there have been no financial failures. Especially valuable has been the element of established farmers coming out from the United Kingdom, whose practical knowledge and capacity for hard work has made an excellent impression, not least on their African workpeople.

391. All assisted settlers in Kenya were given a course of training at the Egerton School of Agriculture, a post-war foundation covering some 500 acres at Njoro ; the course was of three months for settlers with previous knowledge of farming, nine months for the others. Now that the settlement schemes have been closed, the Egerton School has become a college with complete facilities for diploma and certificate courses in agriculture.

392. In Tanganyika, all former German estates, except those which belonged to genuine refugees from the Nazi regime and have accordingly been re-vested in their former owners, have been taken over from the Custodian of Enemy Property by the Government and have either been handed over for African occupation or have been re-leased to non-Africans in accordance with the recommendations of the Land Settlement Board. The proceeds of the realization of these estates are held accountable for reparations in accordance with the Paris Agreement of the 14th February, 1946.

393. It was found necessary to re-cast many of these estates into more economic sizes. For instance, 65 sub-economic estates at Oldeani were re-cast into 27 units, with coffee as a cash crop ; most of these have been disposed of. Similar groups of farms have been leased in the Moshi-Arusha district, at Uwemba in the Njombe district, and at Mbosi, between Mbeya and the Northern Rhodesian border.

394. Twenty-three tea estates at Mufindi and four at Tukuyu were operated during the war by the Tanganyika Tea Co., a subsidiary of Messrs. Brooke Bond ; during this time the lessees incurred large expenses for improvements. While the Tukuyu estates were very profitable, the others contained a fair proportion of land unsuitable for tea-planting ; it was therefore felt desirable that all 27 estates should be let as a group to a single undertaking, and a lease has accordingly been granted to the Tanganyika Tea Co. Ex-enemy sisal estates were operated after the war by existing sisal interests as an interim measure ; leases were for five years expiring at the end of 1949, but were then extended until the end of 1950.

395. Ex-enemy estates are leased on payment of a premium on the value of improvements plus a rate based on the improved value of the land. Except in certain areas where the land in question is likely to be required for the use of the indigenous population within the foreseeable future, the estates are leased for 99 years, in line with the pre-war policy in granting agricultural leases.

396. Of 20,000 square miles of Crown land available for settlement in Northern Rhodesia, 8,300 square miles now remain unalienated ; this includes some 370 square miles in the Central and Western Provinces the potentialities of which have not been tested. The dairy and beef industries in Northern Rhodesia are in need of considerable expansion to meet domestic needs which are steadily increasing. Production of poultry, pig products, fruit, and vegetables must be greatly increased to meet the territory's requirements, according to the Land Board's pamphlet "Information for Intending Settlers" ; and cereal acreages require steady expansion.

397. The Land Board makes advances of capital to intending settlers up to the amount of capital provided by the borrower or £1,500, whichever is the lesser sum ; interest is at four per cent., and repayment is normally made in ten equal instalments starting at the end of the fifth year after the issue



of the first portion of the loan. Where the applicant has no security to offer other than the title to undeveloped land held on leasehold from the Crown, the loan must be spent entirely on permanent improvements.

398. Candidates for financial assistance, who are most carefully selected, are expected to possess or acquire local knowledge and experience before taking up land, and are recommended to undergo a period of training with a farmer approved by the Land Board. Northern Rhodesian ex-service men receive an allowance from the Government during their training period; other benefits which they enjoy are that the maximum loan is raised to £2,500 and the capital qualification reduced to £500, and interest charges are waived for the first three years from the date of issue of the first portion of a loan.

399. Established farmers in Northern Rhodesia have also been eligible for loans from the Land Board, and of the grateful letters received in the Board's offices show how valuable this service is, and how greatly it is appreciated.

### **A Survey of Principal Agricultural Products**

400. It is difficult to draw a composite picture of agricultural trends covering a region in which conditions vary so greatly from territory to territory. Instead brief notes follow on the development of some of the most important crops since 1945. Notable are the progress of wheat and the decline of coffee acreages in Kenya, the steady rise of tea production in both East and Central Africa, the development of tobacco in Nyasaland and of tobacco and maize in Northern Rhodesia, and the increased output of coffee and maize in Uganda. The prices of coffee and sisal have risen considerably.

401. An important factor has been the generally poor rains throughout the five-year period. The farmers of the Rift Valley and Central Provinces of Kenya claim that 1947 was the only year since the war in which the rains were really satisfactory. Tanganyika has had several severe local droughts, culminating in a late breaking of the 1949 short rains which caused many deaths among livestock, though it may not affect 1950 harvests too badly. The worst drought of all was that which resulted in Nyasaland from the failure of the 1948-49 rains: a drought, said the Governor in his review of departmental activities, such as had probably not been experienced since the European first came to Nyasaland and certainly not since the disastrous season of 1922. When the rains, such as they were, broke at last, a vigorous replanting drive was launched, and maize was sown on every available acre: even the lawns of Government House were ploughed up and planted. Maize was imported to the value of half a million pounds and sold at subsidized prices, and, with the products of the replanting campaign and better yields than had been hoped for from the early plantings, serious famine was averted. Cash crops did surprisingly well in the circumstances, tobacco in particular surpassing all expectations both in quantity and in quality.

402. *Maize, Millets, and Sorghums.*—The staple food crops in eastern Africa are maize where there is a fairly well distributed rainfall and millets and sorghums where the rains are less plentiful and the dry season longer. During the war a great deal of land was cultivated with those crops under the "Grow More Food" campaigns, and vigorous propaganda measures have since had to be taken to encourage growers to rotate them with other crops, or to rest their land under grass fallow. At the same time East Africa is continuing its wartime efforts to achieve self-sufficiency in grains for human consumption, and the East African Cereals Pool continues to purchase

surpluses from the individual territories and to allocate them where they are required. In general Kenya and Uganda are contributors to the Pool, while Tanganyika is at present a deficit territory. The Pool's storage capacity in Kenya has recently been increased. The Uganda Government plans to erect a grain storage and conditioning plant at Jinja.

403. The question of grain storage in East and Central Africa was examined by Mr. T. A. Oxley in a three months' tour undertaken in 1948 and 1949. His report (Colonial Research Publication No. 5, published in 1950) stressed the urgency of improving storage facilities in all the territories, both to provide a famine reserve and as a seasonal reserve to ensure an even supply throughout the twelve months of the year.

404. Before the war the area under maize in Uganda was about 70,000 acres, though in 1930 142,000 acres were sown. In 1935 the estimated acreage under sorghums was 300,000 acres. There was also a small acreage under bulrush millet. In 1948 maize was grown on over 290,000 acres. But although sorghum acreages have somewhat declined, Uganda is still more than self-sufficient in grains for human consumption. European maize production in Kenya for the crop year ending in 1949 was 84,000 tons, much the same as the 1938 and 1939 figures. Native production is put at about 400,000 tons; a little sorghum is also grown. Acreages under sorghums and millets in Tanganyika are estimated at about 2,000,000 acres, while maize may be grown on 800,000 acres. In an endeavour to encourage maize production the Government has given a five-year guarantee as from the current season to buy maize at 21s. per bag (naked). Even so Tanganyika is far from being self-sufficient, and relies on the Pool to supplement its deficit even in normal years. The broad picture in East Africa as a whole is one of self-sufficiency in "average" years; but unfortunately there is really no such thing as a normal year for maize, sorghum, and millet production, since the onset and distribution of the rainfall affect the quantities produced so greatly.

405. There has been an increase in maize acreages grown by European farmers in Northern Rhodesia in recent years; but even so the drought of 1949 showed that the territory's position and that of Nyasaland are still far from secure. It is therefore Government policy in Northern Rhodesia at present for the European farmer to grow enough maize for his labour. This policy will continue until the Protectorate becomes self-sufficient in maize. The Nyasaland Government has established farms on which maize will be grown for its own employees.

406. *Wheat*.—Kenya alone produces a surplus above its own requirements. The Colony's production, which comes entirely from European estates, has soared from 54,000 tons in 1945 to 90,600 tons in 1949 (cf. 20,900 in 1938). In Tanganyika, on the other hand, production has fallen steadily, from 10,800 tons in 1945 to 4,000 tons in 1949. The fall has been even more marked in Northern Rhodesia, where production was only 9,000 bags in 1948 and 5,000 bags in 1947, against an average of 23,500 bags in the four years preceding; this despite the rapidly increasing demand and the raising of the price for 1948 and 1949 produced wheat from sh.35 to sh.45 per bag. The fact is that, even in Kenya, wheat is an unpopular crop owing to the extra supervision involved and labour difficulties. A demand for wheaten bread is growing among Africans.

407. *Rice*.—Very little rice is grown in eastern Africa. The 1949 acreage in Uganda was put at 27,000 acres. Tanganyika produces 60,000 to 70,000 tons of paddy annually, but the trend of production is downwards; the

quantities produced in Kenya, Nyasaland, and Northern Rhodesia are negligible, but Zanzibar has recently increased its production to over 15,000 tons of paddy. In Tanganyika and Nyasaland, in particular, there is increased interest in this crop stimulated by the high prices now obtainable and by the visit of the expert mission mentioned in paragraph 408 below. In the Rufiji valley in Tanganyika there is a scheme under which the Department of Agriculture tractor-ploughs rice lands on contract, and this year it is intended that at least 7,000 acres will be ploughed. The Department also plans fully to mechanize rice cultivation on 300 acres in the vicinity in order to find out whether full mechanization is economic. In Nyasaland there are plans for increasing rice cultivation in the Lake Chilwa and Karonga areas. Surveys of the inland swamps in Northern Rhodesia may lead to possibilities of rice production there.

408. A Mission was sent to East and Central Africa in 1948 to examine and advise on the possibilities of rice production and the production of the crops associated with rice, either by irrigation or by other means. Among the areas to which they paid special attention were the Tana River in Kenya, the Kilombero River valley in Tanganyika, and the "dambos" (swamps) of Nyasaland and Northern Rhodesia, and in particular the Barotse plain and the Kafue flats. Their Report (published in 1949 as Colonial No. 246) left no doubt that rice production in East and Central Africa is capable of considerable increase.

409. *Cassava*.—African cultivators are encouraged in all territories to plant cassava as a food reserve crop in case of rain failures or locust invasions. Small surpluses come on the market, particularly in southern Tanganyika, where there is an export trade.

410. *Groundnuts*.—Groundnuts in eastern Africa have in the past been mainly a peasant crop. Uganda's production has been doubled since 1938, and is now about 80,000 tons a year, most of which is consumed by the producers. The average price paid to the producer for shelled nuts has risen from Sh.13.44 a hundredweight in 1945 to Sh.22.40 in 1948. No other territory has produced comparable amounts.

411. In Tanganyika a vast scheme for the intensive mechanized cultivation of groundnuts was launched in 1947. The initial work was done under the agency of the United Africa Company, but in 1948 responsibility for the scheme was taken over by the Overseas Food Corporation. The original scheme envisaged clearing and planting large areas of bush in Tanganyika and Northern Rhodesia; but the technical problems involved in clearing virgin bush under tropical conditions were much severer and more baffling than was at first supposed, and the scale of operations has had to be curtailed. Development work is now proceeding in three areas of Tanganyika—Kongwa, Urambo, and Nachingwea. The present programme aims at clearing by 1954 a total in the three areas of 600,000 acres, mostly in the Nachingwea area in the Southern Province. There is to be a ten-year rotation including five years under groundnuts, three years under sunflowers, and two years under grass leys. Sixteen thousand acres will be planted to groundnuts in 1950, and 85,000 acres to sunflowers; by 1954 the groundnut acreage should rise to 251,000 acres, with 289,000 acres of sunflowers.

412. This scheme is of the highest importance to Tanganyika. It is not only that uninhabitable bush is being converted into land on which a valuable crop can be raised; but the provision of basic and social services which forms a part of the project has stimulated development in other forms. The scheme as a whole is, of course, dealt with more fully in other publications.

413. At Mumbwa, one of the "groundnut" areas in Northern Rhodesia not taken up by the Overseas Food Corporation, an experiment is being carried out departmentally by the Northern Rhodesia Government on some 1,200 acres of Native Trust land, with a groundnuts-improved grass rotation, and cattle grazing on the grass. There is room for a considerable increase in groundnut production in Northern Rhodesia, where they are among the items of the officially recommended diet for African labour.

414. *Barley and Oats*.—These are new arrivals in the East African economy. Kenya is the only producer; figures of production were first published in 1944, and by 1949 had reached 6,600 tons of barley and 5,800 tons of oats.

415. *Sugar*.—Consumption in eastern Africa, especially among the Africans, has greatly increased since the war. The East African territories no longer have an exportable surplus; in 1949, rising consumption, coupled with the effects of the drought on domestic production, made it necessary to import some 18,000 tons. Even with the increased production which is planned it is not expected that there will again be a surplus for export outside the area for some years. Uganda has increased production of refined sugar from 42,400 tons in 1945 to 64,700 in 1948 (cf. just under 40,000 tons a year pre-war). In Tanganyika, production remains steady at about 7,000 tons a year. In Kenya, where five factories are operating, the output of sugar and jaggery has more than doubled since 1946.

416. *Tea*.—Nyasaland is the biggest tea producer in the region, and since the war has averaged some 7,000 tons a year despite shortages of labour and of fertilizers. A particularly serious scarcity was that of ammonium sulphate, essential for the prevention of the disease known as tea yellows. The drought of 1948-49 held up programmes of expansion.

417. The three East African territories and Nyasaland are no longer parties to the International Tea Agreement. Since the East African territories ceased to be members, in 1947, licences have been issued for new planting on 35,000 acres in Kenya, 11,500 acres in Uganda, and 1,000 acres in Tanganyika. Development is held up by a shortage of tea-seed: India, Pakistan, and Ceylon, which are parties to the Agreement, are not prepared to supply seed to non-members. A certain amount of seed has been obtained from Malaya. Acreages planted at the end of 1948 were: Kenya, 15,000 acres of mature tea, 2,100 acres of immature; Uganda, 5,200 acres mature, 1,000 acres immature; Tanganyika, 6,100 acres mature, 2,400 acres immature. Production has not increased as quickly as might have been expected, partly owing to the efforts of most growers to revert to pre-war standards of pruning and picking.

418. The domestic demand for tea, especially among the Africans, has increased remarkably: in East Africa it is said to have trebled since 1939. "Drink More Tea" campaigns are in force both in East and in Central Africa, and it is probable that internal consumption will continue to increase considerably.

419. *Coffee*.—Outstanding developments in the East African coffee industry since the war have been the considerable increase in price and the consequent stimulation of African cultivation, which contrasts with some cutting down of acreages on European estates in Kenya.

420. The bulk of Uganda's production, which has more than doubled since before the war, is Robusta coffee grown by the Baganda. These growers produced a record crop of 25,000 tons in the 1945-46 season, and beat this in

1947-48 with a crop of 28,600 tons. In 1947 the Buganda Government passed legislation to forbid the drying of coffee on the ground. The crop is marketed by a special committee originally set up under the Defence Regulations. Arabica coffee is grown in Bugishu and marketed under the Bugishu Coffee Scheme, which early in the war became a body corporate with a Management Board: crops since the war have been good, though the 1939-40 record of 4,000 tons remains unbeaten.

421. In Kenya, coffee acreages on European estates have been almost halved since pre-war by the elimination of a number of plantations on marginal land. Despite a large crop of 14,200 tons in 1948, the average for 1945 to 1949 was only 8,700 tons annually, as against 15,400 tons in 1938 and 12,400 tons in 1939. The reduction in acreage has been accompanied by a general rise in quality. Native-grown coffee has in the past been only a small fraction of Kenya's production, but it is becoming increasingly popular as a cash crop, notably in parts of the Central Province and in the area of Mount Elgon bordering on Bugishu: Arabica coffee of a good quality is being produced. Kenya coffee is marketed by the Coffee Marketing Board of Kenya, a statutory body through which all planters' coffee must be sold.

422. The Arabica coffee grown by the Kilimanjaro Native Cooperative Union is now sold side by side with European grown coffee in Tanganyika, and both are sold to the Ministry of Food by the Tanganyika Coffee Growers' Association, Ltd. Mild coffee yields are being increased. The output of coffee from the Northern Province has trebled since 1946. In Bukoba, powers to purchase the production of hard coffee were taken in 1947 by the Bukoba Native Coffee Board: nine hulleries are being installed in each of the zones into which Bukoba has been divided, in order to reduce transport costs.

423. *Cotton.*—Cotton production in East Africa fell rapidly during the war when cultivators were encouraged to concentrate on food crops. In 1947 His Majesty's Government sent to the East African Governments a dispatch emphasizing the need for cotton, and pointing out that it is likely to be a profitable crop for many years to come. The measures accordingly taken by Governments to stimulate cotton production are now beginning to take visible effect in increased output, especially in Uganda. Here production fell away steadily from 1945 to 1948, despite rising prices; but the 1948-49 crop, following the 1948 production campaign, reached 70,000 tons of cotton lint, and was the second largest ever recorded. Consequently, large supplies of cotton seed also became available for export, and more than 60,000 tons were exported to the United Kingdom during 1949. Production in Tanganyika and Kenya has begun to recover from its wartime decline; plans in hand in Tanganyika in connection with the Sukumaland Development Scheme aim at doubling the territory's cotton production.

424. A Commission of Enquiry examined the state of the cotton industry in Uganda in 1948. Buying and storage arrangements are being improved as a result of its recommendations and, as a first step to African entry into the ginning side of the industry, the Ngogwe ginnery was purchased by the Buganda Government in 1949 and has been leased to the Uganda Growers' Co-operative Union. A Uganda Lint Cotton Marketing Board has been set up, following the recommendations of the Commission, to handle the exporting of Uganda's cotton crop. The Empire Cotton Growing Corporation is establishing a new research station at Namulonge to serve all cotton-producing territories.

425. Cotton production in Nyasaland is expanding satisfactorily, and reached 8,000 tons of seed cotton in 1948; the 1949 crop was reduced by the serious drought.

426. *Sisal*.—Sisal, of which Kenya and Tanganyika are the main producers, is East Africa's principal dollar-earner. Prices have risen rapidly from about £30 a ton for top grade in 1945 to about £125 a ton after the pound sterling was devalued in terms of dollars. Production fell slightly in the years immediately after the war, but has been rising again since 1947: the total East African crop in that year was 133,835 tons, which was raised to 156,551 tons in 1948 and 159,000 tons—the highest figure ever recorded—in 1949. The value of the 1949 crop in Tanganyika has been estimated at little short of £12,000,000. The manufacture of bags from sisal tow and waste fibre is important now that jute bags are in short supply. Output is still being increased, and may shortly supply the whole requirement of bags in East Africa. Production of sisal has not risen very rapidly, but the trend is upward, and new acreages are being planted; labour presents a difficulty, for the work is unpopular. A research station has been opened in Kenya for the study of cultivation methods and the utilization of by-products, and the Tanganyika Government maintains an experimental station in the Tanga Province, which is now being taken over by the sisal industry.

427. *Pyrethrum*.—Another valuable dollar-earning crop, Kenya being the largest producer. Wartime demands forced up production, and a peak of 7,400 tons was reached in Kenya in 1945. Since then the price has dropped, and in 1947-48 the threat of competition by synthetic insecticides caused a rapid reduction in cultivation: Kenya's output in 1948 fell to 1,600 tons, after a voluntary restriction scheme had been introduced. In the latter half of 1948 United States prices began to rise again, and with the devaluation of the pound in 1949 producers felt themselves well able to meet the potential competition of synthetics. A new method of extraction of pyrethrins from undried flowers is being developed, and new uses have been found for pyrethrum in the protection of stored foodstuffs.

428. *Tobacco*.—Production, already on the increase, has been stimulated by the need to limit purchases from the United States, and by the high prices which have prevailed of recent years. The Commissioner for Nyasaland in London, Mr. S. S. Murray, who has special knowledge of tobacco problems, visited East and Central Africa in 1948, and in his Report published the following year, he expressed the opinion that the industry is capable of wide expansion, especially in Northern Rhodesia.

429. Nyasaland is the largest producer by far, mostly of the fire-cured tobacco used in pipe-mixtures. (More than half of the pipe tobacco consumed in the United Kingdom comes from Nyasaland.) The increased production since the war is due mainly to African growers on Native Trust land, the bulk of whose produce is marketed through a Native Tobacco Board. Production has risen from a total of 20,580,000 pounds in 1945 (of which 18,350,000 pounds were grown on Native Trust land or by African tenants on European estates, and 2,230,000 pounds by Europeans on their estates) to a peak of 28,500,000 pounds in 1948. The 1949 crop did not suffer as badly as had been expected from the drought, and sales exceeded 25,000,000 pounds; quality was also better than had been expected.

430. Yields of leaf on Native Trust land are still very low, and there is considerable room for improving yields and methods of curing. A second auction floor was opened in 1948; all tobacco not required for personal consumption must eventually pass over the licensed auction floors. The Native Tobacco Board has power to fix the prices to be paid to the growers for various grades of tobacco, and to establish a fund for price stabilization. With the rise in market prices there has been no difficulty so far in maintaining steady prices. European production is mainly of flue-cured tobacco, although some fire- and air-cured tobacco is produced by paid labour on the estates as well as the very large quantities grown by tenants. On the whole the quality of tobacco produced by tenants on estates is superior to that grown on Native Trust land, but a vigorous campaign has been undertaken to improve the latter by the licensing and registration of growers, by demonstration, and by prescribing methods of cultivation, curing, and grading. By these means it is intended to improve the quality and quantity of tobacco produced even though, as a result of eliminating unsuitable growers, the area under tobacco in the Native Trust lands may be reduced. Experiments with flue-cured tobacco are going ahead at Kasungu Tobacco Experimental Station; high yields and excellent quality are being obtained, and the scheme has been extended beyond the three years for which it was initially set up. Plans for the development of flue-cured tobacco in the area are, therefore, being put into operation. A very large area is available for the purpose: many thousands of acres have been offered for development as estates to planters and syndicates. Demand for land has exceeded what is at present available. A large part of the area will of course be required for the production of wood fuel for curing, and tobacco will be grown in rotation with other crops, so that only a comparatively small part of the area will be under tobacco at any one time. The same applies to the Colonial Development Corporation's scheme to cultivate 10,000 acres in rotation, 800 acres of which, producing half a million pounds annually, will be under tobacco. The scheme is capable of extension if it proves a success.

431. Production in Northern Rhodesia has expanded very rapidly since the war; flue-cured tobacco crops rose from about 3,130,000 pounds in 1946 to 5,850,000 pounds in 1949. The big increase in Turkish tobacco production after the war was followed by a recession, attributable to marketing difficulties and the better prices obtainable for Virginia tobacco; the 1950 crop showed a revival. Production of Burley tobacco in the Petauke area, where the African growers formed a co-operative association in 1947, grows steadily, and in 1949 reached 157,000 pounds.

432. Tobacco growing in East Africa is on a smaller scale, mostly for local consumption, though there are small exports to the Belgian Congo and to Somaliland; all three mainland territories and Zanzibar are growers. Dark-fired tobacco is produced in increasing quantities in Bunyoro, Uganda, and a good crop of 2,470,000 pounds was taken in 1948; but owing to the drought the 1949 figure fell to about 1,500,000 pounds. A flue-cured industry at Iringa, in Tanganyika, mostly operated by Greeks and Indians, profited during the war from the local demand by the military forces, but production has now fallen off to less than a million pounds a year. A Southern Highlands Non-Native Tobacco Union was formed in 1949. Fire-cured tobacco production in Tanganyika reached a record figure of 2,311,000 pounds in 1949.

433. *Copra*.—The only exporters of copra and coconut products from the eastern African region are Zanzibar and Tanganyika. The oil milling industry

has expanded vigorously, new mills have been installed in Zanzibar Town, and a growing proportion of the exports is in the form of coconut oil or soap. Coconut oil exports from Zanzibar rose from 1,350,000 pounds in 1946 to 7,080,000 pounds in 1948 and over 14,000,000 pounds in 1949. Copra exports have fluctuated violently, from 8,000 tons in 1946 to as little as 700 tons in 1948, and back to nearly 8,000 tons in 1949. It is likely that supplies of copra were held back in 1948 to profit by an anticipated rise in price. Tanganyika's copra production is around the 10,000 ton level, and the surplus is exported, partly as copra and partly as coconut oil or cake, to Kenya, Nyasaland, Mauritius, France, and the United Kingdom.

434. *Cloves*.—"Sudden death" disease in cloves, known since 1895, has until recently been spasmodic in its attacks; but ten years ago the groves of Zanzibar were attacked on an unprecedented scale. Half the trees on Zanzibar Island have been destroyed and nothing can now be done to check the disease on this island. The disease is present on Pemba Island, which now provides 80 to 90 per cent. of Zanzibar's clove crop. A research team, which is maintained in the Protectorate from Colonial Development and Welfare funds, is working hard to discover the cause of and devise a remedy for the disease. Recommendations for its control on Pemba include the felling of diseased trees and of neighbouring trees, together with the destruction of all insect life on them, but the disease has spread so extensively as to make this form of control impracticable.

435. Clove harvests always fluctuate considerably. The highest since the war was 17,000 tons in 1947, the second best ever recorded of which 84.4 per cent. came from Pemba. Production in 1948 fell to under 5,000 tons, and in 1949 to just over 6,000 tons. The demand for cloves also varies, according to the state of trade in India and conditions in the Netherlands East Indies; exports to the United States of America have been affected by the development there of synthetic vanillin. Clove oil exports have declined slightly since the exceptionally high figure of 411,000 pounds reached in 1946.

436. *Tung*.—Demand in the United Kingdom for tung oil, used in paint manufacture, has grown from the pre-war level of 5,000 tons a year and is now estimated at 12,000 tons a year. This demand is likely to be maintained provided the price of tung oil remains aligned to the price of linseed oil. Nyasaland will become a centre of production: the acreage under tung rose from 2,000 acres before the war to 10,000 acres in 1945 and 16,000 acres in 1948, which by 1951 should be yielding more than 2,500 tons annually. In addition the Colonial Development Corporation has taken over the Nyasaland Government's large-scale project in the Vipya Highlands. With an additional 20,000 acres to be planted there the eventual yield should be 11,000 to 12,000 tons a year, i.e. approximately the whole of the United Kingdom demand as at present estimated.

437. *Other crops* grown in East and Central Africa, besides those grown by Africans purely for food, include *vegetables* for sale to the European communities; *linseed*, of which Kenya has about 7,000 acres; *flax*, now confined to a small peasant industry in Kigezi, Uganda; and *soya beans*, grown by peasants on a small scale in Uganda, Nyasaland, and Northern Rhodesia, and now being introduced by European planters as a catch-crop with tung—exports to the United Kingdom are currently about 20,000 tons a year, and the market could absorb more. There has, however, been little



encouragement of the growing of strains of soya bean yielding a high percentage of oil, because the United Kingdom, which provides the main market, appears to require the beans for flour, and cannot therefore pay a premium for high oil content.

438. A variety of *essential oils* are produced: cedarwood and geranium in Kenya, bitter orange and lemon-grass in Tanganyika, patchouli and eucalyptus in Nyasaland, and neroli in Northern Rhodesia. Production is mostly on a very small scale, though 1,600 acres of non-African land in Kenya are planted to geranium and other sources of essential oils. The demand for *papain*, particularly from the United States of America, was high just after the war, but during 1948 there was a serious drop in the price, from over sh.20 a pound to as low as sh.4. The price has now recovered to about sh.8. Tanganyika is the world's largest producer. *Sunflower*, besides its value as cattle food and green manure, produces an oilseed for which the Ministry of Food pays £30 a ton; the Overseas Food Corporation is now concentrating on this crop, and attention is being paid to a dwarf variety which can be harvested with a combine harvester. The oils of sunflower seed and of safflower seed could be successfully substituted for linseed oil in some processes if a reliable and consistent grade could be achieved. The possibilities of importing flower seeds from Kenya into the United Kingdom are being explored. In the Northern Province of Tanganyika there is an important high-quality seed-growing industry, which is expanding and may enter the American market. Exports of bean and pea seeds are substantial; flower and vegetable seeds are also exported.

#### **Agriculture in Somaliland Protectorate**

439. The prospects of agriculture in Somaliland are limited in the extreme. Virtually the whole country is dusty and waterless, and has to carry a live-stock population well beyond its true capacity. Only in the Erigavo district and in the extreme west is there a certain amount of cultivation. The Government is growing sorghum on demonstration plots, and yields have been shown to increase with proper agricultural methods. Experiments have been carried out with "yemeni farms" in the Hargeisa area, watered by control of the seasonal streams known as tugs, which flow only for a few days—sometimes only a few hours—at a time after rain, and lose themselves underground after a few miles.

440. A Colonial Development and Welfare grant has been made for a long-term scheme to plant dates on a strip running parallel with the coast. Food crops may be planted underneath the palms, and in course of time (the project is planned to take some 20 years to put fully into effect) the people who at present depend on grazing which they must follow from place to place might find it possible to settle more permanently in the cultivated strip, feeding their stock on sorghums instead of on the pastures of the Haud.

#### **Marketing Schemes and Reserve Funds**

441. Among the most significant of the wartime measures which have been carried over into the post-war years are a number of marketing controls and organizations. In Kenya and Tanganyika, the Increased Production of Crops Ordinances, guaranteed European farmers a minimum return on their land, while giving to Governments power to order the planting of specific crops.

Scheduled crops in Kenya at present include wheat, oats, barley, maize, linseed and sunflower ; in Tanganyika, wheat, maize, and potatoes. European farmers in Kenya can borrow from the Government on the security of their guaranteed returns ; out of £550,000 lent so far, no more than £250 has had to be written off as a bad debt. A land bank for African farmers in Uganda is financed from the Cotton and Hard Coffee Development and Welfare fund ; Tanganyika also has started a land bank for Africans since the war.

442. Marketing boards or officially sponsored producers' associations have been set up for each of the principal agricultural products in East and Central Africa, and a number of assistance funds have been created, drawing their revenue either from the difference between the prices paid to producers and those obtained by the boards from sales, or from a cess on production. When the Uganda Government during the war introduced fixed prices for the seasons' crops of cotton and hard coffee, it set up price stabilization funds which could accumulate moneys in years of high prices for the assistance of producers if prices should fall later on. These two funds—the Cotton Price Fund and the Hard Coffee Control Fund—were wound up as at the 30th September, 1948, and the accumulated sum standing to their credit, amounting to over £10 million, distributed, partly to new price assistance funds for cotton and hard coffee, partly to the Cotton and Hard Coffee Development and Welfare Fund (for central food storage, agricultural loans, loans to co-operatives, land bank and building society, and African housing), partly as grants to African local administrations, and partly as a grant to a reserve fund for development schemes and general social services. The Cotton Price Assistance Fund thus created received £3,425,000, and with subsequent trading profits now disposes of some £8 million. The Coffee Price Assistance Fund was established at £500,000. The marketing of raw cotton in Uganda is now the responsibility of the Lint Marketing Board, which fixes the price at the beginning of the season and is the sole channel through which ginnerers sell to exporters.

443. In Kenya guaranteed prices are given by the appropriate Boards for coffee, tea, sisal, and pyrethrum. The Maize Control Board fixes prices at the beginning of each season at which it buys all maize offered to it. European producers make their own arrangements, at their own expense, to bag and transport their maize. African producers would find difficulty in doing this, and these services are done for them, the cost being deducted from the price paid for their maize. The Control pays over any profits it may make from African-grown maize into the district Betterment Funds, which are used to assist producers to carry out improvements on their land. To encourage the production of maize in Tanganyika the Government has offered a guaranteed price of sh.21 per bag (naked) for five years as from the current season. The profits made in Tanganyika from Government trading in cotton, hard coffee, and rice are paid into special development funds ; in the Lake Province and Eastern Province profits from locally produced cotton are to be disposed of by locally appointed boards. There is no marketing board for sisal in Tanganyika, because the proposed scheme failed to attract the agreement of the necessary two-thirds of the producers. A substantial part of the crop is, however, marketed by a voluntary co-operative marketing association. In Zanzibar the long-established Clove Growers' Association, besides guaranteeing a floor-price for cloves, acts as agent for the Ministry of Food in arranging exports of copra and coconut oil, and gives guaranteed prices for native-grown chillies and derris.

444. The activities of the Native Tobacco Board in Nyasaland have been mentioned in paragraph 429 above. Under an Ordinance of 1950 all tobacco grown on Native Trust Land must be sold to the Board, unless the grower is so far from the nearest market as to make that impossible. The Tea Association and the Tung Board collect cesses on production and pay them into special development funds. A cess is also collected by Government on tobacco and used for the benefit of the tobacco industry.

#### **Arrangements for Bulk Selling**

445. A number of bulk purchase contracts have been in force for East and Central African produce during the period under review. The wartime arrangements by which the whole East African production of pyrethrum was bought by the Board of Trade came to an end on the 31st December, 1947. At the same time the Board of Trade released carded tow and carded flume for private sale, but the sisal contract was extended to the end of 1948 for No. 1 and No. 2 tow and line fibre. Commercial dealings began with the 1949 crop.

446. The Ministry of Food contracted to buy some 25,000 tons of East African coffee of various grades from each crop during the period 1947-48 to 1951-52. The price for native-grown hard coffees was fixed at £65 a ton, but for milds it was related to world prices through the spot price of Colombian Medellin Excelso, with a maximum of £150 and minimum of £125 a ton. In the event, prices obtained at the auctions for the part of the coffee crop not sold to the Ministry of Food realized considerably higher prices. Already in 1947 good quality milds were averaging £170 per ton and Uganda native growths £82. In the closing months of 1949 world market prices of coffee rose very sharply indeed as a result of world scarcity. The East African drought further reduced the supplies of soft currency coffee reaching the market. As a result, prices at the East African auctions were very high, milds averaging over £400 a ton and small parcels being sold for as much as £1,000 a ton. At the beginning of 1950 a delegation of East African producers visited London and negotiated with the Ministry of Food a revision of the contracts, whereby prices for the remainder of the period were increased and the Ministry were given freedom to re-sell their contractual purchases for hard currency. The new price for Kenya milds for the 1949-50 crop is £305 a ton; the price for the 1950-51 and 1951-52 seasons will be between £150 and £305, dependent upon the Colombian Medellin price. Prices are to be increased in the same proportion for the other grades covered by the Ministry's contracts. It should be mentioned that, towards the end of 1949 when auction prices were very high, Kenya producers voluntarily agreed to set aside certain quantities of their extra-contractual coffee for sale for hard currency, so accepting a lower price than they would otherwise have got in order to earn hard currency for the sterling area.

447. Uganda's cotton crop has been sold in the main to the Raw Cotton Commission and to India, with in some years a proportion for sale in the free market. Sales to India and the United Kingdom in 1948-49 also took in four-fifths of the Tanganyika crop and the whole of that of Kenya. The whole of Nyasaland's first-grade lint production is bought by the Raw Cotton Commission. The Ministry of Food has bought annually the entire East African and Nyasaland exportable surplus of cotton seed.

448. In December, 1948, Zanzibar producers of copra and coconut oil entered into a three-year contract with the Ministry of Food for the whole of their exportable surplus.

### Animal Industries

449. Undoubtedly the most encouraging trend among the cattle-owning peoples of Eastern Africa is their growing willingness to sell their stock. It has long been a cause of dissatisfaction that the African pastoral tribes, measuring their wealth and prestige by the size rather than the quality of their herds, could by no inducement be persuaded to sell. In addition to prestige value, large numbers of cattle were necessary to ensure a reasonable survival following disease mortality. As cattle can be exchanged for grain, they are also an insurance against famine. Of recent years effective inducements to selling have been found in a rapidly increasing control of diseases plus better prices and facilities for marketing.

450. Before the war the stock owners in many African areas could sell only to itinerant traders and dealers who trekked through the reserves picking up a few beasts here and there by barter and bargaining. Only in Uganda, where the Government was already providing a market system and had opened up trade stock routes giving the necessary facilities for buying in the producing areas and selling in the consuming areas, had the African overcome his aversion to selling his beasts.

451. During the war, when the demand for slaughter cattle was most urgent, compulsory purchase on a quota system was introduced in all the principal cattle-producing African areas in East Africa, and fixed prices per grade and weight were gradually introduced both for purchases on the hoof and cold dressed weight. This quota system had been terminated by the end of 1946, but by this time some areas in Uganda and the Lake Province of Tanganyika had suffered considerable reductions in slaughter stock and in many cases, with the lure of rising prices, even in working and breeding stock. The Kenya Livestock Control, which purchased cattle from Uganda and Tanganyika as well as from Kenya, were able to buy 144,000 head from African areas in 1943, but by 1946 the figure had fallen to 87,000 head. European breeders were not subject to the compulsory quota purchases, but the Livestock Controls had a monopoly of purchase in the European areas.

452. Though the compulsory quotas for African-owned cattle were removed with the end of wartime conditions, the market systems and stock trade routes remained, and with them the better prices obtainable by African breeders. Stock sales have expanded considerably in many areas; they are held in very much of a holiday atmosphere. Both in East and Central Africa, Governments are installing weighbridges in African as well as in European areas, so that cattle can be bought over the scale.

453. Cattle-owning by Europeans on a large scale of European pure-bred, grade, and improved indigenous stock, is mainly confined to Kenya. In Tanganyika the Government has now reallocated the ex-enemy stock-farms in the Southern Highlands and Northern Provinces, and in the latter area especially there has been something of a boom in stock-farming since the war. Ranching possibilities are being investigated on the Mkata Plains: a survey was carried out in 1948 and test herds are being run. The grazing is good, but the plains are flooded during the rains, and subject to tsetse encroachment from the surrounding fly-infested bush. Requirements for a ranching scheme therefore include upland retreats for cattle during the flood season, the tidying up of fly belts and the removal of pockets of fly-bush on the plains, and a measure of game control.

454. European farmers in Kenya have turned over very largely from plantation farming to mixed farms, and the Colony's position as the

principal source of meat and dairy products in the region has been confirmed. Livestock on European farms, excluding work oxen, now total 507,000, as against 451,000 in 1945 and 236,000 in 1938.

455. Tanganyika Packers Ltd., a corporation jointly owned by the Tanganyika Government and Messrs. Liebig's Ltd., with the controlling interest in the hands of the Government, are building a big meat factory at Msasani Bay, near Dar es Salaam, able to take up to 200,000 head a year. In conjunction with this factory an abattoir and cold store are being built at Arusha, having an initial capacity of 30,000 head of cattle a year, and eventually double that. A Colonial Development and Welfare grant has been made for the improvement of stock routes in the Lake Province and Western Province, with a view to improving conditions for stock on the way to Arusha and Msasani Bay: tracks have been cleared with heavy machinery and watering points installed.

456. Liebig's factory site at Athi River has been purchased by the Kenya Government, with its staff houses, compounds, workshop buildings, water supplies, and holding grounds; and there, in accordance with an Ordinance passed by the Legislative Council in February, 1950, they will construct a factory and cold storage which should come into operation by 1952. The proposed legislation provides certain exclusive rights for the Kenya Meat Commission which will thereby be set up to purchase slaughter cattle and to wholesale meat and meat products to butchers and other large consumers. The present Meat Marketing Board, set up after the abolition of the Livestock Control, has already the right to purchase all slaughter cattle and to wholesale the meat to butchers; many exceptions are granted, especially at the sales of native cattle, where African dealers are encouraged to bid in competition with the Board for resale in African districts. The Meat Commission, like the existing Board, will include a majority of non-Government members, with an African member representing African stock-owners.

### **Animal By-Products**

457. One great advantage of centralized slaughter schemes on the scale of the Tanganyika and Kenya projects is that better processing of hides and by-products ensures the earning of maximum values for exported hides and skins and for other products, many of which are at present wasted.

458. Hides and skins ranked fifth in value among East African exports in 1948, and also constitute the sole important export from Somaliland. Exports from the Central African territories are negligible. Somaliland sheep and goat skins are, with Uganda skins graded as Kampalas, considered the equal of any in the world, and exports of them have risen steadily, reaching £300,000 in 1948 and £355,000 in 1949.

459. It was estimated in 1949 that the annual loss to the East African hides and skins industry due to avoidable damage is not less than £735,000. Everything possible is being done, both by legislation and by propaganda, to improve methods of flaying and drying. The bulk of production comes from African areas, and, since they are not easy to supervise, improvement measures must work back from the shippers and middlemen. All middlemen dealers must now have a licence, the conditions for which are being made more stringent. Exporters, too, under legislation at present in draft, will require a licence; their stores are already liable to inspection in Tanganyika and Uganda, and will shortly be so in Kenya. Exporters'

buying centres are being extended up-country. A system of marking to show the country and district of origin of hides was introduced in Uganda in 1939, and extended in 1950 to Kenya and Tanganyika.

460. With effect from the 1st January, 1949, a cess has been charged on East African exports of hides and skins, to finance the development and improvement of the industry, concentrating in the first instance in improving production methods. An inter-territorial Hides, Tanning, and Allied Industries Bureau has been set up.

461. One of the enemies of schemes for improvement is the buying by overseas consumers of "average" selection of mixed origin, class, and type and generally low quality. To encourage the shipping of more carefully selected pieces, the inter-territorial Bureau proposes to introduce test inspections of shipments. Exporters will be asked to sign a form stating that the consignment consists of a certain number of bales of specified classification, on receipt of which the Hides Examiner will satisfy himself by a percentage random check that the consignment appears to be as stated by the shipper. By this means it is hoped to eliminate the shipping of "ground-drieds" in bales of "suspension-drieds". (The classifications "ground-dried" and "suspension-dried" are now used instead of "sun-dried" and "shaded-dried".)

462. It is doubtful if more than one in ten of East African sheep-skins find their way to the tannery trade. Some of them have a very fine grain, and the possibility of stepping up exports is being examined. It is estimated that some four-fifths of those exported from Somaliland are sold to the U.S.A. Some East African calf-skins were sent to the United Kingdom Leather Control at the end of 1949 for assessment of their value; in the past these have been shipped mixed in with the "average" selections. About three-quarters of the export of goatskins, including nearly all those from Somaliland, goes to New York, and the hides and skins industry is a useful dollar-earner.

463. In 1947 a deputation of producers from East Africa visited England to discuss the requirements of the tanning industry, and early in 1949 a United Kingdom Tanners Mission visited the East African territories and Somaliland Protectorate.

464. While there is an established industry in hides and skins, many of the other by-products from slaughter animals, such as bones, meat and bone meal, blood meal, casings and various glandular extracts, are at present almost entirely wasted. All these should be available from the new factories in Tanganyika and Kenya. As an example of the probable demand for them: until recently the annual production of animal protein (blood and meat meal) in Kenya has been about 250 tons against a steady demand for 900 tons; the demand for bonemeal for animal consumption is estimated at 1,200 tons a year, and for fertilizers about 1,000 tons a year, with existing supplies a doubtful 600 tons a year. The cost of imports from overseas is prohibitive.

#### **Dairying and Pig Products**

465. Kenya is more than ever the centre of the dairying industry in eastern Africa. Between 1938 and 1948, production of butter rose from 2,887,000

pounds to 6,336,000 pounds; milk from 1,318,000 gallons to 5,540,000 gallons; and cheese from 1,323,000 pounds to 4,096,000 pounds. A certain amount of African-made butter is now included in the sales of the Kenya Co-operative Creameries.

466. Outside Kenya dairy products are still subject to some form of rationing or bulk distribution. Northern Rhodesia, with its large European community, produces no more than one-tenth of its own requirements, the rest being imported from Kenya and Southern Rhodesia. A Northern Rhodesian co-operative creamery has been formed among European dairy farmers. Tanganyika's dairy industry is developing very well, and in Nyasaland the Colonial Development Corporation is investigating the possibilities of dairying.

467. The production of ghee, a type of clarified butter made from sheep, goat or cow milk, is increasing among African stock-owners. In Nyasaland a number of ghee-producers have formed small co-operative societies. Ghee is also produced in Somaliland, and a small export trade is being built up: exports in 1948 at 1,145 hundredweight were more than double the previous highest figure.

468. Kenya leads also in the production of pigs and pig products. The industry grew out of all knowledge during the war; since then the total pig population on European farms has fallen from about 48,000 in 1945 to 32,000 in 1948. Exports of bacon and ham have, however, continued to rise, and have nearly doubled in value since the end of the war. The export of pig products to the United Kingdom from areas where swine fever is not enzootic has been permitted, and agreement for the purchase of pig products from Kenya by the United Kingdom has been reached. The Uplands Bacon Factory, the largest in the Colony, is now controlled by an association of Kenya pig producers. Pigs are also raised on a comparatively small scale in Uganda, and increasingly in Tanganyika.

#### **Animal Husbandry in African Areas**

469. In view of the growing interest in animal industries, it is gratifying to find a widespread improvement in African methods of animal husbandry. In Buganda, for example, former practice was for the Buganda cattle-owners to leave their herds to the care of paid herdsmen recruited from the pastoral tribes. Grazing in the more outlying areas, the cattle were seldom seen by their owners. Now, Government propaganda, plus a keen appreciation of the profits to be made from sound dairying, has induced these owners to bring their herds into the intensive agricultural areas of high population, where stall-feeding, the use of silage pits, the growing of adequate supplementary foods, adequate housing, and the use of manure, are becoming common practice. Similar developments are taking place among the more progressive tribes in Tanganyika and Kenya; but pastoral tribes who have only recently begun to till the land, such as the Nandi and Kipsigis of Kenya, are very slow in learning to spread their cattle-dung over their arable land. The training of greatly increased African staffs for the Veterinary Departments—Makerere-trained men join as Assistant Veterinary Officers—is having a good effect wherever they can serve among their own or allied tribes; but it has to be remembered that a Muganda is as foreign as a European to the Suk or the Karimojong.

470. Every territory has its schemes for the improvement of native cattle, with chains of demonstration and extension areas and stud farms. Progress must essentially be gradual, the result of practical examples as well as of

propaganda. The evils of overstocking, leading to a vicious circle of diminishing grazing and water supplies, are clear to the outside observer, but the stock-owner whose entire wealth is invested in his stock, and to whom mixed farming is at best quite foreign and at worst—as in Somaliland—an impossibility, can hardly be expected to agree readily to the culling of his stock. So the basic problem, as in agriculture, is one of education. It has been noticeable that local schemes for grazing control have been most effective where they are made the responsibility of African authorities, who may be expected to play an increasing part in cattle improvement schemes.

### Diseases of Livestock

471. Serious diseases of domestic stock, particularly of cattle, occur in eastern Africa to a greater degree than in any other region of the world. Professor Bisschop, an eminent South African authority on livestock, has recently pointed this out in stating that East Africa's cattle population is still in the "survival" stage owing to the number of decimating diseases which still require constant vigilance in control. The high incidence of wild game in the region, possibly acting as a reservoir of some of these diseases, is a factor needing emphasis, especially as being a reason why the step from control to complete eradication is likely in many cases to be a long one.

472. The stock diseases of chief economic importance are rinderpest, East Coast fever, trypanosomiasis, and bovine pleuro-pneumonia.

473. *Rinderpest* is controlled by prophylactic inoculation with various forms of "adapted" rinderpest virus. The chief of these to date has been a goat-adapted virus, but the post-war development of chicken-embryo adapted and rabbit-adapted forms, particularly for the more susceptible breeds of cattle, promises still more efficient control in the near future.

474. In October and November, 1948, two Rinderpest Conferences were held in Nairobi, the first one covering the African territories only, and the second sponsored by the Food and Agriculture Organization of the United Nations. The experts who attended, while holding that with the aid of immunizing agents existing and now being developed, rinderpest can eventually be eradicated from Africa, stressed the need for international action to avoid re-infestation of disease-free areas through the movement of livestock or game across frontiers, and recommended *inter alia* the establishment of an African rinderpest headquarters with a permanent rinderpest information bureau.

475. Continuous improvement in methods of immunization has not only reduced cattle mortality to a minimum, but has greatly curtailed the periods of interference with normal stock movements.

476. It was ruled in 1949 that carcase meat might be imported into the United Kingdom from Africa, provided the cattle had been bred and reared in a "rinderpest clean" area and had not been immunized. Present signs suggest, however, that any increase in meat production is in general likely to be offset by a rise in local consumption.

477. *Trypanosomiasis*.—At the Land Utilization Conference held at Jos, in Nigeria, in November, 1949, it was pointed out that available knowledge could be employed to defeat the disease in proposed new schemes for land utilization, and that despite any development which might be made in chemotherapy, for example, the long-term answer to the general problem of trypanosomiasis was most likely to be found in a combination of techniques embodying bush clearance, human settlement, and treatment by drugs. The



account of the trials with antrycide which appears in Chapter VI, paragraphs 326 and 338, shows that the drug may have an important part to play in this process.

478. *Bovine pleuro-pneumonia* was eradicated from most of Uganda several years ago, and is now thought to have been completely eliminated from the Lake Province of Tanganyika and from Barotseland, Northern Rhodesia. Elsewhere the extreme latency of infection has made for slow progress; immunization, by three consecutive inoculations, is difficult, especially in the case of cattle owned by nomad or semi-nomad tribes. Research is concentrated on finding a sensitive test for latent infection and a reliable "one-shot" vaccination.

479. *East Coast fever*.—So far, the only effective measures against this tick-borne disease are those which can be taken against the tick-transmitters, principally by dipping. The application of a universal dipping policy to any African area possesses several complications besides the heavy cost, but plans for the extension of dipping into African areas are being pushed ahead as rapidly as possible.

### Forestry

480. The exceptional demands of wartime caused a heavy drain on the forest resources of eastern Africa, and this has been continued in many territories by the exceptional demand for building timber and for wood fuel which have resulted from the intensive development of the post-war years. Attention has thus been focused on the need to conserve and rebuild resources of timber and wood fuel, and, in all territories except Zanzibar and Somaliland, which have no such departments, Forestry Departments have been expanded by the recruitment of technical experts and forestry officers. Forest regeneration schemes figure in all the Ten-Year Development Plans.

481. In Uganda, felling had reached 51,000 tons by 1945, but in 1946 this was cut down to 14,000 tons. Production of timber in 1948 was less than half that in 1945, the principal reduction being in the valuable hardwoods which take from seventy to a hundred years to reach full growth. The first charge on the Forestry Department under the Ten-Year Plan has been the consolidation of the Forest Estate. A number of new sawmills have been installed throughout Uganda, several of them operated by Local Governments. It is estimated that Uganda cannot reckon on a sustained timber output of more than 700,000 cubic feet annually, barely enough for domestic requirements.

482. Many of the large and valuable forest areas of Tanganyika have not been exploited in the past owing to the great difficulty of access. Since the war, with a rising demand and higher prices, it has been possible to go further afield. The building of the new railway line in the Southern Province has made it possible to exploit a large and virgin area of mvule timber on the Rondo Plateau, and Messrs. Steel Brothers and Co. Ltd. have formed a company which it is hoped will be handling 7,500 tons of converted timber a year within eighteen months of starting operations this year. A 20-mile road is being built to connect the sawmill with the new railway at a point 25 miles from Mkwaya. The capital of the enterprise will be £250,000: the Government will take a half-share in the profits in lieu of royalties.

483. Requirements of timber by the Overseas Food Corporation were increased threefold in 1948 as compared with 1947, and were mostly supplied in the form of pre-fabricated houses. Government Departments' requirements were up by 85 per cent. Total production increased by 60 per cent.

over the previous year, and exports rose from under 1,000 tons to over 15,000 tons, of which 3,000-4,000 tons went to the United Kingdom. The revenue from forest products (including wattle and mangrove products and beeswax) for the period 1946-48 was about equal to that for the whole of the period 1921-1939. Royalties have been brought into line with the higher prices prevailing.

484. Kenya, like Uganda, was exploiting its forest resources at a dangerously high rate during the war. The monthly average production of timber in 1945 was 604,000 cubic feet, which fell to 452,000 cubic feet in 1946, but by 1948 had risen again to 551,000 cubic feet. The principal rises since the war have been in cedar, which is exported for pencil slats, and cypress. The greater part of the wood cut nowadays is soft woods, mostly podocarpus, used in building: monthly average production of round timber, which in 1938 was as little as 66,000 cubic feet amounted in 1948 to 455,000 cubic feet. Mangrove poles are produced in large quantities for building purposes. The Kenya Forest Department is undertaking extensive afforestation. Their programme includes the planting of some 6,000 acres of softwoods together with a much smaller but important area of hardwoods each year. It is hoped to extend these plantations on an increasing scale, and so assist in the development of the timber industry to a level at which it can play an important and useful part in Kenya's economy. Such a development is at present the subject of an expert investigation.

485. The highlands of Nyasaland like those of Kenya and Tanganyika are suitable for the planting of exotic softwoods, and a programme of regeneration has been mapped out at the rate of 1,000 acres a year up to 1956. It would seem, however, that this will not suffice to restore Nyasaland's former self-sufficiency in timber, in view of greatly increased demands. The protectorate's resources in standing timber are by now extremely scanty: the principal areas of useful timber-producing forest are limited to some five square miles of Mlanje cedar on Mlanje mountain and about 20 square miles in Karonga district which are not at present accessible. Forest reserve totals some 3,000 acres, mostly chosen for their protective value.

486. Northern Rhodesia has no major evergreen forests capable of economic development, and has only lately given serious attention to the building-up of its Forest Department. The staff was nearly doubled during 1949, and by the end of the year there was at least one Forest Officer posted to each province. A start has been made with several development schemes, among the more noteworthy a survey of the territory's timber resources and the setting up of a Forest Training School for African staff. Exploitation of natural woodlands has been very heavy since the war, due very largely to the increasing activities of the copper mines and to their enforced dependence on wood fuel caused by the shortfall in coal supplies from Southern Rhodesia. Dependence has been placed upon natural regeneration for restocking. This is normally obtained by fire-protecting the cut areas or by burning them off soon after the rains to prevent late dry-season fires.

487. The copper mines have felling rights over large areas of woodland surrounding the mining region, and they depend on these for sawlogs and heavy timber for pit-props, etc., as well as for the wood fuel for which several of their furnaces have been converted. Fellings are planned in co-operation with the Forest Department, and carried out under its licence and supervision. Consumption of sawlogs and heavy poles rose to one million cubic feet during 1949, and the rate of felling for fuel—probably not exceeded anywhere in Africa—was maintained at 1,000 cords a day, the year's consumption of wood fuel being over half a million tons. At the present rate

of consumption, it is estimated that the mines of the copperbelt have only some ten years' supply of existing timber left. Of the considerable royalty paid to the Forest Department for this wood, the greater part was set aside to a Forest Regeneration Fund for tree-planting in future.

488. The Zambesi Saw Mills, which have very large concessions in Barotseland, are the largest commercial concern in Northern Rhodesia after the mining companies. They are mainly engaged in felling Rhodesian teak logs, much of which is converted into good quality flooring and exported, largely to the Union of South Africa. Felling in 1949 exceeded 2,000,000 cubic feet. A new departure in 1949 was the production of pre-fabricated houses from sawn Rhodesian teak boards made up into seven-foot sections.

489. *Other Forest Products*.—There has been an increased interest in several other forest products. The price of *wattle bark* recently rose to about £14 a ton: the value of Kenya's exports of bark reached £190,000 in 1948; and exports of wattle extract about half a million pounds, of which £117,000 was sold for dollars to the United States of America. Tanganyika has also stepped up output, and production in 1948 was 25 times the 1945 figure. The Colonial Development Corporation has taken up 30,000 acres of grasslands in the neighbourhood of Njombe, Tanganyika, for afforestation with black wattle. During the establishment of the wattle crops all suitable areas will be intercropped with maize: in normal years this should suffice to feed the labour force employed and leave a surplus for marketing. The Corporation is also investigating the possibilities of wattle-growing in Nyasaland.

490. *Beeswax* is another commodity for which the demand has risen. Tanganyika is the principal producer, but small amounts are produced in all of the East and Central African countries. A boom in 1948 took the value of Tanganyika's production to £261,000, about double the 1945 figure and more than four times that for 1938. Beeswax too is a dollar earner.

491. By contrast, *mangrove bark* has slumped sharply. In Zanzibar, where the export trade had been expanded very considerably during the war, the forests were closed for regeneration in 1949, and will shortly be re-opened on a rotational basis.

492. *Gums* are produced in all territories. The possibility of an export trade in gum arabic from British Somaliland is being examined. Wild *rubber* is produced to a small extent in Tanganyika, though on nothing like the scale achieved during the war, when it was urgently needed to replace Malayan supplies lost to the Japanese.

### Fisheries

493. With the growth among Africans of a demand for a better-balanced diet, and in particular for more protein-bearing food, interest in the lake and sea fisheries of eastern Africa has quickened notably since the war. Fisheries Officers, Fish Wardens, or Fish Culturists have been appointed and a visit has been paid to the region, including Somaliland, by the Secretary of State's Adviser on Fisheries. An inter-territorial Inland Fisheries Research Board has been set up under the East Africa High Commission, and both this body and the territorial departments are engaged in examining ways and means to improve catches, control over-fishing and the catching of immature fish, and increase the fish resources of the territories by such measures as fish farming and the stocking of dams. A Board to exercise general control over the fisheries of Lake Victoria, in which all the East African territories are interested, was established in 1947 and taken under the aegis of the East Africa High Commission the following year.

494. The fisheries of Lake Victoria, limited in certain areas by the prevalence of sleeping sickness in the shore areas, stand to benefit greatly from the work of the East African Fisheries Research Organization at Jinja. Attention is being turned from the commonly fished *tilapia* to *mormyrus*, which, breeding at a greater depth, has so far been left virtually untouched. An open-water fishery is being established, to be run by a European management on behalf of the Busoga local government body, which has put up £7,000 capital. *Mormyrus*, dried in the sun, will keep for three years.

495. The value of Uganda's lake fisheries has been estimated at not less than £200,000 (1948). In October, 1948, the Uganda Fish Marketing Corporation Ltd. was formed as a public utility. Its first year was mainly one of initial development, but by the end of 1949 the fishing industry buildings on Lake George had been completed, staff quarters and offices were under construction at Fort Portal, and a number of staff recruited. One of the Corporation's activities will be to supply Kampala with fresh fish from Lake George.

496. Uganda has a useful export trade in dried fish to the Belgian Congo. In 1949 about 2,000 tons dried weight, equivalent to some 5,000 tons wet, were sent. Another expanding trade is the export of crocodile skins: the Lake Kyoga industry is being improved, and an industry is being developed in the Semliki river, both by the Uganda Fish Marketing Corporation.

497. A River Research and Development Centre was built in Kenya in 1948 on the Sagana river near Nyeri, and an experimental fish farm has been set up. The Government factory started during the war at Shimoni was taken over at the end of 1948 by a commercial concern, Ocean Fisheries Ltd., which supplies fresh fish and shellfish to Mombasa and Nairobi and exports a certain amount of fish liver and intestines to the Union of South Africa for the extraction of oil.

498. Of the two Fisheries Officers appointed to Tanganyika in 1948, one has completed a survey of the fisheries of Lake Rukwa. The fishing industry there is being carefully regulated. During the 1949 drought the level of the lake fell until even the south lake almost dried out. Many hippopotamus died, but with the rains early in 1950 the lake has refilled, and the fish population does not appear to have suffered unduly. The second Fisheries Officer is studying fish culture, and constructing fish ponds in the area of Korogwe. Tanganyika, like Uganda, has a useful export trade to the Belgian Congo.

499. A Colonial Development and Welfare grant has been applied for for a marine fisheries scheme in which Kenya, Tanganyika and Zanzibar are taking part: it is to be based on Zanzibar. Another grant has been made for the commercial development of the off-shore fisheries of Tanganyika and Zanzibar.

500. A Fisheries Officer was recruited in Northern Rhodesia in 1947 to foster the native fishing industry. His work has covered the Bangweulu, Luapula, Mweru Marsh and Tanganyika fisheries: full and friendly co-operation has been maintained with the Belgian Congo authorities in the Mweru-Luapula fisheries which lie on the international boundary. A fruitful source of fish has been opened up in the Mweru Marsh. Dried fish from all over the Protectorate is sent to the mining area and exported to the Belgian Congo, and a certain amount of fresh fish is being sent to the Belgian Congo for consumption by the European community. Northern Fisheries Ltd. was formed in 1947 and based on Abercorn, with the original intention of operating in the southern part of Lake Tanganyika with deep-sea trawlers.

Operations so far, however, have been limited to organizing and helping the local African fisheries. Fish farming experiments have resulted in a yield of some 1,000 pounds per acre, without elaborate feeding or fertilizing. This should place fish-farming on an economic basis, and extension work is being carried out.

501. The first task of Nyasaland's Fishery Control has been to collect detailed statistics of catches at the more important fishing stations on Lake Nyasa. The biologist who reported on the lake in 1947, after some two years' investigation, found evidence of over-fishing in the south-east arm of the lake: subsequent research confirmed this, and drastic control measures were imposed during the latter part of 1948. These unfortunately had to be relaxed in 1949 when the drought brought a threat of famine.

502. Attempts continue to foster and improve the African fishing industry in Nyasaland by the demonstration of new methods and better gear, and constant attempts are made to get the African fisherman to adopt the co-operative principle. Some diversion of the fishing effort is desirable to groups of fish at present not fully exploited commercially, so as to expand total landing and relax pressure on the stocks most obviously in danger of overfishing.

503. The Colonial Development Corporation has entered into combination with a South African fishing concern to form a local enterprise for fishing in Lake Nyasa. The company is already landing considerable tonnages of predatory fish, to the almost certain benefit of the fishery. The plan is to extract visceral oil, work up waste products into fertilizer, etc., making much more economic use of the stocks than has hitherto been done. The local market for fish in Nyasaland is expanding, and there are considerable exports to Southern Rhodesia and Portuguese East Africa. Exports in 1949 (January to October) reached a value of £3,500 against a previous post-war average of around £2,000.

504. A commercial fish-cannery has been operating for the past two years in Somaliland at Elayu at the eastern end of the Coast; a second factory may be opened in the same area.

### **Mineral Production**

505. By far the most important mineral producer of the eastern African region is Northern Rhodesia, where the export of metals and manufactures constitutes some 95 per cent. of the territory's total export trade. The total value of this group in 1948 was £27,000,000; in 1947, £20,000,000. Next in importance, but a long way behind, comes Tanganyika, with an export of minerals worth £1,740,000 in 1948; and, a close third, Kenya, with exports in the same year valued at £1,587,000. All these figures were records. 1949 figures, owing to the rise in the prices of base metals and in the price paid by the Bank of England for gold, were considerably higher in Northern Rhodesia and Tanganyika, though the value of Kenya's mineral production dropped.

506. *Copper* accounts for the greater part of the value of Northern Rhodesia's mineral output. Production, which reached a maximum in 1940, fell steadily thereafter until 1947, when it began to be possible to make good some of the arrears of maintenance accumulated during the war, and to make a start on plans for increased output. From a low water mark of 129,000 tons of blister copper and 54,000 tons of electrolytic in 1946, production has risen steadily to 195,000 tons of blister and 64,000 tons of electrolytic

in 1949. Output has been seriously limited by the shortage of coal referred to elsewhere in this Report (paragraph 244); there were several shut-downs in 1947 and 1948, and a number of furnaces have been converted for wood-burning. (This, of course, puts a new and heavy strain on the Protectorate's petrol supplies, for the fuel wood cut, which totalled half a million tons in 1948, has all to be brought in on lorries.) Supplies of coal became more plentiful during the early part of 1950.

507. New electrolytic refining plant has been installed in one of the mines and this has already resulted in an increase in the output of electrolytically refined metal. As a large proportion of copper was previously refined in the United States, this will bring about a useful saving of hard currency. Development plans at present in hand are aimed at raising the output of the mines to a total estimated at 316,000 tons a year by 1952.

508. In Uganda, intensive prospecting and geological investigation are in progress at Kilembe, where copper deposits are known to exist; the work is being carried out by a Canadian firm, with the help of the Uganda Geological Survey Department. During 1950 it is hoped to be able to assess potential production accurately enough to proceed with future plans for development.

509. Copper producers have benefited from a great rise in price since the war. From about £56 a ton in 1945, the price rose to £107 10s. a ton in September, 1949, and with the revaluation of the pound sterling jumped to £140.

510. Zinc follows copper in Northern Rhodesia in value of production. Production is now thought to be at a peak figure, at 23,000 tons in 1949 as compared with 10,000 tons ten years earlier. Here too there has been a substantial rise in price, from about £14 a ton in the last years before the war to £65 10s. just before and £87 5s. just after devaluation.

511. Production of *lead* in Northern Rhodesia has risen greatly since the war. A pre-war output of a few hundred tons a year had risen by 1945 to 1,700 tons, and increased to 8,200 tons in 1946 and 15,600 tons in 1947. Production in 1949 was about 14,000 tons: the Rhodesia Broken Hill Co. hopes to expand its output to 18,000 tons a year, but the necessary work will not be completed before 1952 or 1953.

512. The lead deposits at Mpanda, Tanganyika, have been known since 1938, but at pre-war price they were not an economic proposition. With lead at its present price of £122 a ton, however—or even at its price in September, 1949, of £87 5s.—they are well worth working. The main shaft has been sunk to a depth of 1,300 feet, and a pilot plant, with a capacity of 100-150 tons of ore a day, is operating to find out the best methods of treatment.

513. East African output of gold has in general been falling since the early part of the war, both in the Kavirondo and in Tanganyika. Tanganyika made a small recovery in 1948, exports reaching 57,600 fine ounces as compared with 46,800 fine ounces—the lowest since before the war—in 1947; and this upward movement of production was continued in 1949, when 68,900 fine ounces were produced. In Kenya, too, production rose in 1948 to 23,400 fine ounces, as compared with the 1947 figure of 21,900 fine ounces. Production in 1949 fell slightly to 20,000 fine ounces. The adoption in Tanganyika of sliding scale royalties instead of flat-rate duties is expected to be of advantage to low-grade producers, while the revaluation of the pound sterling and the consequent rise in the price paid by the Bank of England from 172s. 3d. to 248s. a fine ounce has been welcomed by the gold-mining companies.

514. *Diamonds* have been mined in Tanganyika since the 1920s, and since the discovery of the Williamson Diamond Mine near Shinyanga in 1940 they have constituted a substantial export. The value of diamonds exported reached £1,000,000 in 1948, and in 1949 was £1,690,000. New exports on such a scale are of great value in reinforcing and diversifying the territory's economy.

515. *Cobalt* occurs with copper in Northern Rhodesia, and is present also in the Kilembe copper deposits. Production in Northern Rhodesia has declined since the war period. The installation of new refining plant should raise output to about 1,200 tons a year: all will then be refined in Northern Rhodesia, and by 1951 the total requirements of the United Kingdom will be able to be satisfied from this source.

516. *Coal and iron ore*.—Coal and steel are two of the most important requirements for expanding the economies of the eastern African territories; and both are scarce. Prospecting for and investigation of coal and iron deposits are therefore being pressed forward wherever possibilities exist.

517. Two coalfields have been investigated in the Southern Province of Tanganyika, one at Ngaka in the Ruhuhu area, the other at Mhukuru. The first is being investigated by the Colonial Development Corporation, which has been granted a special exclusive prospecting licence for coal and iron. By the terms of the agreement, a company will be formed to exploit any deposits which are proved to be commercially workable, the Government receiving a free issue of shares in lieu of royalties or rental with an option to apply for more; this free share issue also covers remuneration for work done in the early stages by Government geologists. Railway tests with coal from both fields were successful. It has not yet been confirmed that the reserves at Mhukuru are large enough to justify development, nor have the Ngaka reserves yet been estimated with any degree of certainty; the quality is said to compare with South African coal.

518. Within 30 miles of the Ngaka coalfield there are big deposits of titaniferous iron ore. A sample has been sent to Sweden, where they have experience in treating ore of this type. An advantage of the Swedish process is that it does not require coking coal, which does not occur in the Tanganyika deposits.

519. Steps are being taken to investigate and prove the extent and quality of iron ore deposits which are known to exist near Tororo in the Eastern Province of Uganda. If the results of this survey are satisfactory, it may be possible to establish an iron and steel plant deriving its power eventually from the Owen Falls hydro-electric station. It would be possible to obtain carbon in the form of charcoal from the Busoga forests, maintaining them by replanting with rapidly-growing eucalyptus.

520. Coal and iron prospecting rights covering an area of nearly 40,000 square miles in the southern part of Northern Rhodesia were granted to a group of firms in 1946. After two years' work, deposits of iron had been found west of Lusaka, but no workable coal. The concession was renewed over a reduced area, for iron only; the coal prospecting is now being undertaken by the Government, the copper-mining companies, and the British South Africa Company in association.

521. In Nyasaland, investigations by the Geological Survey have disclosed the existence of coal deposits near Livingstonia. The greater part of the area has now been mapped by the Director of Geological Survey, and in mid-1949 a programme of drilling was initiated by a private firm on behalf of the Government. A private syndicate is prospecting for coal in the Coast Province of Kenya.

522. *Soda ash* produced by the Magadi Soda Company in Kenya has risen from 66,000 tons (valued at £360,000) in 1945 to 68,273 tons (valued at £455,385). *Salt* produced in Tanganyika has increased to 11,000-13,000 tons a year. Three thousand tons a year are exported to the Belgian Congo, and a certain amount is also sent to Northern Rhodesia.

523. *Phosphates* exist in large quantities in the Tororo area as apatite-rock. The question of their exploitation is still being investigated: exports to Kenya as fertilizer averaged 10,000 tons in 1947 and 1948, but have now ceased; experiments are being carried out with soda-phosphates prepared from Uganda phosphates and Kenya soda ash. In 1949 a mission went to the United States to study the possibilities of electric furnaces in the production of phosphatic fertilizers, as used by the Tennessee Valley Authority: it concluded that more research must be carried out before production of fertilizer from Uganda apatite-rock can be undertaken. Local markets are not at present great enough to absorb much fertilizer; on the other hand, transport cost preclude exports. The future development of Tororo phosphates seems to be bound up with the initiation of the manufacture of iron and steel by the basic process.

524. *Other minerals*.—East and Central Africa produces a number of other minerals in comparatively small quantities. Kenya is now the world's largest producer of *kyanite* (a mineral often classified for trade purposes as sillimanite): production in 1949 was 23,000 tons, as against 14,000 tons in 1948 and only 287 tons in 1943. New plant is being installed, and a kiln for the production of mullite in large quantities; United States capital has been made available to the operating company, Kenya Kyanite Ltd. *Kaolin* exports from Kenya and Tanganyika are as yet in an experimental stage; a pilot plant with a capacity of about 15 tons a day has been erected by a South African mining firm on the very large deposits which exist some 17 miles from Dar es Salaam. Exports of *tin* from Tanganyika are still declining, but Uganda's output seems to show a slight upward trend since 1949. Uganda supplies about 4 to 5 per cent. of the world's production of *beryl*, and production of *wolfram* ore is going up both in Uganda and in Tanganyika, where a new deposit was found in 1948. Tanganyika's export of wolfram, as low as half a ton in 1948, is estimated to have reached 30 tons in 1949. An African subsidiary has been formed by a leading firm in the *mica* business, and is active in Tanganyika. Nyasaland's production of *corundum*, which used to be sold entirely to the United States, has now dwindled to nothing.

### Industrial Development

525. The main obstacle to industrial development in eastern Africa has been the absence hitherto of a prime mover—coal or oil—and the lack not merely of a numerous artisan class but also of any copious source of semi-skilled labour. Heavy industry on any extended scale is unlikely to play a dominating part; the emphasis is on secondary industries, and particularly on those connected directly or indirectly with the processing of local products. Since the war a number of sources of industrial power have been under consideration—hydro-electric power schemes in Uganda and Northern Rhodesia and coalfields in Tanganyika and Nyasaland; but none of these, important as they are, can be expected to bring about anything approaching an industrial revolution. As it is, every expansion of industry in any territory since the war has at once raised a difficult problem of skilled labour, and it has been necessary even in those territories which can call on Indian tradesmen to issue short-term immigration permits to artisans from overseas. One of the most important problems the East



and Central African territories have to face is that of training skilled and semi-skilled workers from among the local peoples, and especially of training African workers.

526. Secondary industries have perhaps made the least progress in the Central African territories, where transport problems, shortage of labour, the smallness of the local markets and the distance from world markets all combine to set a limit to industrial expansion. These conditions also apply, though to a lesser extent, in Tanganyika and Uganda, so that the bulk of industry in eastern Africa has so far been concentrated in Kenya. The prospect of abundant cheap electric power has however led to a considerable quickening of interest in industrial development in Uganda.

527. An East African Industrial Council was set up during the war by the East African Governors' Conference, and in 1945 produced for consideration a report containing recommendations for future industrial development in the three territories. Among the most important provisions was the scheduling of certain industries for manufacture only under licence. These include cotton yarn, piece goods, and blankets; wool yarn, piece goods, and blankets; glazed articles of pottery, including pipes and tubing; glazed tubes of earthenware, and glazed sanitary earthenware and stoneware. Since the war the composition of the East African Industrial Council has been modified: it now comprises official and unofficial representatives of the four territories. Kenya, Uganda, and Tanganyika have parallel licensing legislation.

528. During the war the Kenya Government set up an East African Industrial Management Board, which operated plants for the manufacture of chemicals, refractories, bricks, pottery, and edible oils. At the beginning of 1949 this organization became a limited company, under the style of East African Industries Ltd.: its capital of £750,000, of which £450,000 has been subscribed, is held by the Kenya Government and the Colonial Development Corporation.

529. Unavoidable delays in obtaining machinery and erecting the necessary buildings have combined to slow down the growth of industry in the immediate post-war period, but progress in Kenya is now satisfactory. The Metal Box Company is completing a new factory at Thika which has given a considerable stimulus to the local canning industry: several new canneries are being erected. A number of factories making goods for the building trade are in course of construction: they include the manufacture of building boards, blocks, and joinery, while a new brickworks of large capacity is nearing completion. There have also been useful developments in light engineering. The flour milling industry is being expanded. So, too, is the manufacture of woollen blankets and textiles at Nakuru, while a licence had been issued for the manufacture of cotton yarns and textiles at Kisumu. Two new breweries are planned, and projects which are well advanced include the manufacture of glass, cotton textiles, cement and matches. The production of sisal bags has been considerably increased. There are possibilities in the half-tanned leather trade: British dressers have been obtained, and the Leather Control of the Board of Trade placed its first orders on a commercial scale in 1949.

530. Among the most important projects in Uganda is the newly established cement works at Tororo, which should come into production in 1951. The plant, German in origin, was brought from Trieste and installed at Tororo, where there are plentiful deposits of limestone, at a cost estimated at £1,500,000. Locally manufactured cement should cost considerably less than

the imported product, while the serious strain on the railway caused by large-scale imports will be eased. Among factories planned as the direct result of the decision to go ahead with the Owen Falls electric power scheme are a large textile spinning, weaving, and finishing industry and a cotton blanket factory, both at Jinja. The possibilities of iron and steel industries have been discussed earlier in this chapter (paragraph 519). Uganda has also a valuable cigarette-manufacturing industry: most Europeans in East Africa smoke Uganda-made Virginia cigarettes, and exports to Kenya and Tanganyika in 1948 totalled £2,000,000 in value.

531. In Tanganyika, factories for the manufacture of paint and of tin containers and boxes are planned. The cannery and freezing plant of Tanganyika Packers Ltd., referred to earlier, should produce 25,000 tons of fresh and 250 tons of canned meat this year, for local consumption, and by 1955 it is estimated that the output will have risen to 30,000 tons of fresh and 250 tons of canned meat for local consumption and 30,000 tons of fresh and 750 tons of canned meat for export. Industrial zone plots have been demarcated in the town plans for Dar es Salaam, Moshi, and Mwanza.

532. The setting up of an East African Scientific and Industrial Research Board as an inter-territorial body is proposed, to take over the work at present being carried out by the East African Research Board. This includes investigations into the manufacture of phosphatic fertilizers from Tororo phosphates and Kenya soda ash; ceramics; building materials; the extraction of pyrethrins from undried flowers; and the purification of effluents from the processing of coffee and sisal.

533. The most important industrial undertaking currently going forward in Northern Rhodesia is the building of a cement factory at Chilanga. Chilanga Cement Ltd. was formed in 1949 with £1,000,000 capital, of which three-quarters were subscribed by the Colonial Development Corporation and the rest by the Northern Rhodesian Government. The factory should begin to operate by the beginning of 1951; its initial capacity will be 55,000 tons of low-heat cement a year, with the possibility of doubling that later if the demand justifies it. A new wheat and maize mill has begun to operate in Lusaka, while the iron foundry which began producing in 1947 has now expanded its output to 400 tons monthly. Furniture, blankets, concrete piping, and plywood are also manufactured locally, and local manufacture of filled soap is almost sufficient to meet the local demand.

534. In Nyasaland an Industrial Licensing Ordinance was passed in 1948; the first list of schedule products, published in July, 1949, includes the manufacture of beer, fish viscera and products, paper pulp, plywood, and cotton textiles. A local subsidiary of a Scottish firm has set up machinery at Luchenza for the manufacture of plywood. Other licences so far granted under the Ordinance include an exclusive licence for the manufacture of paper pulp from *bango* reeds cut in the Upper and Lower Shire areas; a sawmill already operating in the Mlanje forest area; tobacco and cigarette factories; and a soap factory operated by Messrs. Lever Bros. Enquiries have been received about the possibilities of factories for shirt-making and for cotton spinning and weaving, dyeing and finishing. The Colonial Development Corporation has a minority interest in the dried and smoked fish factory at Lake Nyasa.

535. Secondary industries in Zanzibar comprise virtually only those concerned with local products, i.e. the distillation of clove oil and expressing of coconut oil, the manufacture of soap, etc. A minor industry, the sale of

carvings and curios, should grow *pari passu* with the development of tourist traffic. In Somaliland the only industry of any importance is the fish cannery at Elayu.

### **The Co-operative Movement**

536. Co-operative marketing seems to be ideally suited to the way of life of the African peasant producer. The rapid post-war growth of African co-operatives is the fruit of many years of patient educational effort. Mr. W. H. K. Campbell toured the region on behalf of the Colonial Office in 1944 and again in 1945-46 to study and make recommendations on the potentialities of co-operation among the Africans: and the progress made since 1946 has been very gratifying. Registrars of Co-operative Societies were appointed in Kenya and Uganda in 1946, and in the Central African territories in 1947; there was a Registrar of Co-operatives in Tanganyika before 1939. Trained European staffs have proved unexpectedly hard to recruit, and, though a number of Africans have been trained as inspectors, there is a constant tendency for them to leave the services of the Departments as soon as their training is completed and take up more lucrative posts. A brake on the faster expansion of primary societies is the difficulty of finding men (or women) capable of keeping the accounts. It is hoped that, as the idea of group farms spreads among African cultivators, each group will form a primary society for the marketing of its produce.

537. Co-operation has made its most impressive advances in Tanganyika. Outstanding is the Kilimanjaro Native Co-operative Union, with 28 affiliated societies and a membership of over 30,000, composed of and entirely managed by African co-operators of the Chagga tribe, though the audit work is done by a firm of chartered accountants. The main purpose of the Kilimanjaro Native Co-operative Union is the growing and marketing of coffee, but it also undertakes the marketing of other crops and the purchase of agricultural implements. The society's coffee is now marketed side by side with European-grown coffee on the same terms; the crop handled in 1949 was valued at £374,000, while wheat, maize, beans, sunflower, and hides, also handled by the society, together totalled £24,000.

538. The second largest organization in Tanganyika is the Ngoni-Matengo Co-operative Marketing Union Ltd., with sixteen affiliated societies and a membership approaching 10,000. The main purpose of this union is the bulking and marketing of fire-cured tobacco grown by its members, and it deals also with a small local coffee crop. Other organizations deal with African-grown coffee, rice (paddy), and onions: a union of coffee and rice growers in the Southern Highlands Province was formed in 1949. There are also a number of co-operatives of other types, such as that formed by the Chagga for the purchase of cattle for members at primary markets in order to reduce the price at Moshi. Some half a dozen bulk purchase societies are also in operation.

539. Co-operation in Kenya is beginning to progress from the first to the second stage, i.e., from primary societies to the formation of unions; the formation at too early a stage of large organizations has been discouraged as a matter of policy. The egg and poultry societies which have expanded particularly in Nyanza Province (where they are most often run by the cultivators' wives) have taken the first steps towards the formation of small unions, but none has yet been registered; the chief advantage will be a saving in transport costs and the provision of better qualified clerical staff. The formation of a Nyanza Co-operative Federation is under consideration. In the Central Province, several groups of farmers, vegetable growers, and fruit

growers are in the process of forming unions, and in Kiambu District thirty wattle growers' societies are forming a secondary society. The Kisii Coffee Growers' Co-operative Society in South Nyanza has decided to re-form as seven primary societies combined in a union. The Registrar laid stress in his Report for 1947 and 1948 on the importance of the pattern of primary and secondary societies in Africa, in view of the very limited horizon of the average African.

540. The total number of African co-operative societies registered in Kenya has increased very rapidly, from nine in 1946 to 92 in 1948, with a total membership of 7,275. It is hoped before long to register the group farming projects at Nyahera and near Kericho as co-operatives, with the advantage that the members will then be entitled to receive credit without which their development might be held back.

541. Following upon the enactment in Uganda of the Co-operative Societies Ordinance in 1946 and the establishment of a Department of Co-operation, the first co-operative society was registered in 1947. By the end of 1949 the number of registered societies had risen to 151; this figure includes 138 primary agricultural societies and one agricultural marketing union; six traders' supply societies; two dairy societies; two consumer societies; one fishing society, and one thrift society. Agricultural societies are primarily concerned with marketing agricultural produce, in particular cotton and maize and Robusta and Arabica coffee; but their by-laws also provide for the acceptance of deposits from members, the purchase of agricultural requirements, and improved land utilization. In Buganda a number of these primary societies are affiliated to the Uganda Growers' Co-operative Union Ltd., which in 1949 marketed over 3,000 tons of maize, and is leasing a cotton ginnery which the Buganda Government has purchased, for operation in the 1949-50 cotton season. With the gradual relaxation of control upon consumer goods co-operative supply societies, whose members are shopkeepers, have felt the effects of open competition, but it is significant that the two consumer societies, one at Hoima and one at Lugazi, are operating successfully. Further progress has been made in the training of African staff at courses held locally. Particular emphasis was laid on accounting and book-keeping. Two co-operative assistants have completed a course of training in England.

542. The African people of Nyasaland have taken readily to the co-operative movement. The greater number of societies formed have been consumers' societies. Among the most active groups of producers' co-operatives have been those dealing in ghee: 13 such societies have been registered, of which one is a secondary society comprising ten primary societies. African co-operatives in Northern Rhodesia are also growing rapidly in number. In 1947, the year in which a Registrar was first appointed, there were eight African co-operatives registered: by the end of 1949 the number had grown to 54.

543. In the field of co-operation among European producers, the farmers of Kenya were the pioneers. Four large organizations handle the bulk of the European agricultural produce apart from tea and sisal. Kenya Co-operative Creameries Ltd., the Kenya Farmers' Association (Co-operative) Ltd., and the Kenya Planters' Co-operative Union Ltd. also act as supply societies, providing farmers with their requirements. The Kenya Farmers' Association, the most important co-operative in the Colony, has recently expanded its general stores activities, but the results have been disappointing.

544. These European societies have been long established, and played an important part in Kenya's economic development in the inter-war years. A characteristic of them is that the area of operations of each society covers the whole territory, being organized rather on the system of a head office with branch offices than of semi-autonomous local primary societies affiliated to Colony-wide secondary societies. The Kenya Planters' Co-operative Union admits non-Europeans to membership: African societies of coffee-growers can become members and share equally in the Society's benefits. Two marketing societies in Tanganyika, not confined to but principally composed of European members, are the Tanganyika Coffee Growers' Association Ltd. and the Northern Province Farmers' Co-operative Society Ltd. The former is a territorial organization, the latter engaged mainly in the bulking and storage of wheat. There are a number of European co-operatives of long standing in Northern Rhodesia, the oldest being the North-Western Rhodesia Farmers' Co-operative Society Ltd., which was established in 1914 to market the maize, wheat, and other products of its members. The Northern Rhodesia Tobacco Co-operative Society Ltd. was established in 1928, and the Co-operative Creameries Ltd. in 1934. The European societies of long standing have in Northern Rhodesia as well as in Kenya done valuable work in the territories' economic development. The number of European co-operatives in Northern Rhodesia had grown by the end of 1949 to 13, including a newly formed co-operative creamery and a number of consumers' societies at Lusaka and in the Copperbelt.

545. Asian co-operatives are nowhere on a very large scale. There are a number of small consumers' and producers' societies in Kenya and Tanganyika, and there seems to be considerable opportunity of expansion among the Asian and Arab farmers in the coastal areas of Kenya.

#### **Tourist Traffic**

546. Eastern Africa's tourist industry belong quite properly under the heading of development of natural resources, for perhaps no other region in the world has been so richly endowed by nature for the attraction of visitors. Each territory has its special amenities, not least the generally pleasant climate, the splendid scenery, and a game population unmatched in the world. Of the £2,000,000 brought into Kenya by visitors in 1948, it is thought probable that about half was spent by genuine tourists. The estimated figure for 1949 was £3,000,000: tourist traffic is increasing, and with it the amount of dollars earned from visitors from North and South America.

547. The improvements in East Africa's communications described in Chapter V, especially as regards air travel, have already made themselves felt in an increasing number of visitors. The next, very urgent, step, is the provision of more and better hotels. Kenya is fairly well off, and many of its leading hotels have been extended since the war; the Uganda Government has built a first-class hotel at Entebbe and an attractive hotel was opened in Zanzibar in 1949. But elsewhere hotels tend to be insufficient and expensive. Many new ones are projected, however, among them a hotel at Livingstone which is being built by the Government and the Colonial Development Corporation in association.

548. A Tourist Officer was engaged by the Northern Rhodesian Information Department in 1949. In Nyasaland the dissemination of tourist publicity is in the hands of the Public Relations Officer, who maintains a special office for this purpose in Blantyre.

549. As the result of inter-territorial discussions, an East Africa Tourist Travel Association was set up in 1948. It is not a department of the East Africa High Commission, although each of the East African Governments,

including that of Zanzibar, contributes to its maintenance, as do the East Africa High Commission and East African Railways and Harbours. The remainder of its income—about two-fifths of the total—is derived from yearly subscriptions from hotels, banks, garages, oil companies, tourist companies, air lines, and so on. There is an executive committee of 12, under the chairmanship of the Economic Secretary of the East Africa High Commission; three of the members represent the Governments of Kenya, Uganda, and Tanganyika, and the remainder are members of the public.

550. The task of the East Africa Tourist Travel Association has been briefly defined as promotion, facilitation, and information. There are information centres at Nairobi, Mombasa, and Dar es Salaam; leaflets and a bulletin are issued, and advertisements placed in the travel trade press; the Association is represented by an advertising agency in New York. Much has been done to simplify and reduce frontier formalities (as it has also in Central Africa): facilities for the issue of visas have been improved, and some anomalies in customs, health regulations and the export of game trophies dealt with.

551. On the invitation of the Government of Kenya, the third International Congress on African Touring was held in Nairobi in October, 1949. The East African Tourist Travel Association acted as managing agency, and delegates attended from Belgium, France, Britain, Portugal, Switzerland, the United States, Ethiopia, South Africa, Southern Rhodesia, and all the British territories in Africa except Somaliland.

### **National Parks and Game Reserves**

552. The National Parks and Game Reserves are not of course designed solely for the pleasure of visitors, though they are naturally among the major tourist attractions. It is becoming ever clearer that agricultural development schemes must be accompanied by the close control of game, which competes for grazing and water; breaks down fences and destroys crops, and acts as host to trypanosome and other parasites. It is at the same time fully recognized, and accepted by Governments, that eastern Africa's game must be preserved.

553. Areas have therefore been set aside where the game animals of Africa can live undisturbed in what might be regarded as enormous open-air zoos. There are National Parks where the protection of game is absolute, and there are Game Reserves or Game-controlled Areas where there is as large a measure of protection as is consistent with the needs of the human populations.

554. In Tanganyika the Serengeti National Park, which it is hoped shortly to put under the control of a body of trustees, is one of the most richly and variously populated game areas in the world, with an area of about 5,500 square miles. In Northern Rhodesia, a National Park totalling 8,650 square miles is being created in the Kafue Game Reserve. But National Parks as defined in the International Convention of 1933 have perhaps been most developed in Kenya.

555. The first to be gazetted was an area of about 40 square miles just south of Nairobi. Most of the important species indigenous to the Colony can be seen here, except elephant; dozens of cars drive in every evening to see the lions, which can nearly always be relied on to appear about dusk, and which show absolutely no fear of the visitors so long as they remain in their cars. The northern boundary of the Park has an electrified fence to prevent game animals from straying on to the cultivated areas in the vicinity of Nairobi.

556. In 1948 a much larger National Park was gazetted straddling the railway in the area of Voi and Tsavo and covering some 8,000 square miles. Others include the ruined city of Gedi, in the coastal area ; a prehistoric site at Olorgesailie, in the Rift Valley ; and the peak area of Mount Kenya, which is of great interest from the botanical point of view. A new park in the Aberdare range will shortly be proclaimed, comprising some 100 square miles of forest stocked with abundant game, including herds of elephant.

557. Kenya's National Parks and Reserves were financed in the first instance by the Development and Reconstruction Authority, but are now maintained out of general revenue. Since the beginning of 1950 visitors to the Nairobi National Park have been charged an entrance fee of one shilling. The staff of the Kenya National Parks Trustees (a corporate body with official and unofficial membership) consists of the Director of National Parks and a number of European game wardens and African rangers. In the Tsavo Park and the reserves, the last-named are mainly employed on the prevention of ivory and rhino-horn poaching. Dams are built to improve watering-places ; the bush is burnt seasonally to improve grazing ; salt is added to salt-licks. The Director reports that, in the three years since it was gazetted, there has been an extraordinary increase in the numbers of game in the Nairobi National Park.

## VIII. EDUCATION AND COMMUNITY DEVELOPMENT

### European and Asian Education

558. The rapid increases in the European and Asian populations which have taken place in eastern Africa since the war have caused serious pressure on the educational services. Both in East and in Central Africa the policies for non-African education have had to be reviewed, and meanwhile the most strenuous efforts have been made to expand existing facilities so as to keep abreast of the steadily rising demand.

559. *Central Africa.*—The Asian population of Northern Rhodesia is still small. The Government has under review a policy of greater aid to Indian schools, which at present do not go beyond Standard V. A new Indian school opened at Broken Hill in 1949 brought the total up to four, with a roll of 127.

560. In an effort to improve the facilities available in Nyasaland for the education of Asian children, the services of an Indian inspector of schools from Kenya were obtained in 1948. His Report was critical of the existing schools and the various Indian School Committees are now making efforts to strengthen their teaching staffs by engaging better qualified teachers from outside the Protectorate. The system of grants has been modified, and is now based on the salary and qualifications of the teachers instead of on a flat rate per pupil. There are no Government Asian schools, and no provision is made for secondary education for Asians.

561. Both the Northern Rhodesia and Nyasaland Governments continue to send a high proportion of their European school children, including all those requiring secondary education, to schools in East Africa, Southern Rhodesia, and the Union of South Africa. The primary schools in the two territories have been expanded to the utmost; measures are being taken to provide additional accommodation and enquiries are well advanced into the advisability of establishing a European secondary school in Nyasaland. All but two of the 21 European schools in Northern Rhodesia (13 under the Government, one grant-aided, and seven private) now give courses up to secondary Form II. Enrolment at them, ten years ago standing at about 1,200, had risen by 1948 to 3,900, and is now 4,500. With the flow of immigrants showing no signs of slackening, the Education Department will have no opportunity to rest on its laurels. A major change of policy was decided on in 1947, when the Government determined to build up its own secondary school system covering the full range of academic and modern secondary education.

562. *East Africa.*—The brunt of the expansion of non-African education has fallen on Kenya, for there the Indian and European populations are the largest and have expanded the most rapidly, and there also is the centre for the greater part of European education in the four territories. Kenya schools undertake all secondary education for Europeans in Tanganyika, except for one school opened by the Overseas Food Corporation at Kongwa; all education for European children in Zanzibar; and all for Uganda except for those who attend the primary day-school in Kampala or one of the three small schools, at Entebbe, Jinja, and Kabale.

563. Asian education presents a number of problems. The annual increase in enrolment in some of the most populous areas is as high as 25 per cent. Out of a total Asian school roll of 3,900 in Nairobi in 1948, nearly 1,500



had been born outside the Colony and 880 had been in the country fewer than three years—that is, their families had entered the Colony since the war.

564. Indian schools have been expanded, and their number increased, in all the territories, but they are still very crowded. In nearly all the Government Indian schools in Kenya it has been necessary to introduce dual sessions owing to the lack of buildings and teachers; the heavy demand for Asian teachers has resulted in an inevitable lowering of the standard. New Government primary schools have recently been opened in Mombasa, and a girls' high school in Nairobi. In Uganda, extensions have been carried out to the Government primary and secondary schools at Kampala, Jinja, and Mbale, but they are nearly all full again. The largest Indian school in Zanzibar, the Sir Euan Smith Madressa, was taken over by Government at the beginning of 1950, and new buildings are in process of building for its 1,000 pupils. An important step in Arab education will be the incorporation in the Institute of Moslem Education at Mombasa of an Arab secondary school.

565. The facilities for European education in Kenya in 1946 were two Government secondary schools and eight Government primary schools (of which five were both boarding and day schools), and some twenty private schools including four secondary schools for girls and one for boys. Some idea of the rapid expansion that has been necessary in these services is given by a look at the increase in Government school rolls—2,150 in 1946, 2,500 in 1947, 2,749 in 1948, 3,127 at the beginning of 1949. A very large proportion of the children at the Nairobi schools in 1948 had been born overseas, and a considerable number had been in the Colony less than three years. Factors contributing to the increase were the arrival in Tanganyika of European staffs for the Overseas Food Corporation's oilseed project, and in Kenya of European Services families, settlers, and industrialists. In respect of the Services children, the War Office has borne a part of the cost of the building programme where there was no existing school for European children.

566. One new Government primary school came into use in 1948. The following year saw the opening of the new boys' secondary school, the Duke of York School, bringing relief to the Prince of Wales School, which had been doing splendid work despite the strain on its resources. Two new primary boarding schools and one day school were also opened in 1949, and additional boarding blocks at three other schools. The capacity of private schools has also been increased. In Tanganyika the two Government boarding primary schools, at Arusha and Mbeya, have been almost doubled in capacity, and can now accept 300 pupils each. The Overseas Food Corporation has opened a primary and a secondary school at Kongwa and a primary school at Urambo; these received grants at full cost, and will be taken over by Government at the beginning of 1951.

### **Financing European and Asian Education**

567. The provision of these greatly increased services made it necessary for the Governments of Kenya, Uganda, and Tanganyika to review their methods of financing non-African education, both European and Asian. Both Tanganyika in 1949 and Uganda in 1950 imposed a non-African education tax, payable on a sliding scale by Europeans and Asians. The Government of Tanganyika set up European and Asian Education Authorities: these prepare their own budgets, having available the revenue from the special tax, the school fees collected from parents, and a Government grant equal to Government expenditure in 1948 on European and Asian education respectively.

568. For the year 1950, the Tanganyika Government proposed to raise the chargeable part of European school fees from £94 to £125. In view of protests from parents, however, they agreed, for one year only, to make a special grant from Government funds of £17,000, and made at the same time a grant of a similar amount to the Asian Education Authority. It was clearly understood on both sides that this could not be repeated.

569. The Committee set up to enquire into expenditure on European and Asian education in Kenya—the Glancy Committee—reported in 1948. It found that European and Asian education were each receiving 2.175 per cent. of the revenue in 1948, and recommended that this proportion should be maintained, provided that the total sum provided should not be less than it was in 1948. Foreseeing a great increase in the educational needs of Europeans and Asians, the Committee further recommended that these communities should themselves be responsible for finding the additional finance required, so that any further expenditure on education by Government could be devoted to the needs of the African community. As a means of finding this extra money the Committee favoured higher school fees rather than the imposition of a communal cess. The Government of Kenya has accepted the main findings of the Committee in principle, but ways and means by which the communities can be asked to find the increased finance are being discussed.

570. A Select Committee of Legislative Council, which in 1949 examined Asian education in Kenya, was in favour of a special tax to finance expansion, with the formation of an Asian Education Authority on the lines followed in Tanganyika.

### Education of the Africans

571. “We all crave for higher and better *education*—education in all aspects of life, professional, technical, commercial, economic, and industrial. Education that will make us as complete human beings as possible—education that will enable everybody to earn a living and to improve our own affairs in this modern world.” That is an extract from the petition handed by the Chagga Council of Tanganyika to the Visiting Mission of the United Nations Organization. It voices the feeling of very many Africans today. Nothing in post-war Africa is more striking than the universal and insistent demand for education—a demand the genuineness of which is amply proved by the readiness of Africans to pay for more and more schools. Many of the local authorities in the East African territories and a number of those in Northern Rhodesia now levy rates for education (or in some cases for social services generally, the largest proportion of which is spent on education); while in Nyasaland, on the recommendation of the African Protectorate Council, every taxpayer has with effect from 1949 paid one shilling a year for education as well as his normal taxes. The Nyasaland African Congress sent a deputation to the Secretary of State for the Colonies in 1948 to enlist his support in expanding educational services more quickly.

572. There are limits to the pace at which educational facilities can be expanded. One of the most cogent is financial; another, now beginning to ease, has been imposed by the difficulties in the way of carrying out building programmes which have existed throughout eastern Africa since the war. A third, perhaps the hardest of all to tackle, is the general shortage of trained teachers, especially Africans. Both European and African staffs have been built up since the war, but the demand for teachers increases at such a rate that it is a continual struggle to keep abreast of it without allowing standards to be lowered.

573. The whole question of the balance between the provision of primary and secondary schools, and its effect on the supply of teachers, was considered in Kenya by the Committee appointed in 1948 under the chairmanship of Archdeacon the Venerable L. J. Beecher. This committee examined the whole structure of African education in the Colony, and recommended *inter alia* that the expansion of facilities for primary education should be so regulated as to ensure that the number of candidates coming forward for teacher training, or for secondary education leading to the teaching course at Makerere, is sufficient to enable the primary schools to be properly staffed. The recommendations of the Beecher Committee on the scope, method, and content of African education, published towards the end of 1949, comprises one of the most detailed and comprehensive surveys of its kind made in Kenya. The Report is to be discussed by the Legislative Council in May, 1950.

574. While the territories are expanding their educational services as quickly as they can, they have at the same time to overcome the serious problem of wastage. Between the lowest forms and the highest, the number who fall by the wayside is very large: the number of pupils who go through the whole course from Standard I to Standard XII is relatively very small. In Kenya, for instance a roll of 250,000 in aided primary schools has produced a post-war annual average of 37 pupils reaching School Certificate standard. In Northern Rhodesia, out of a total schools roll of 143,000 in 1949, only 261 were proceeding beyond the primary stage. Uganda's figures are the best: enrolment in aided and unaided primary schools in 1949 totalled 223,000, and in that year 130 students sat for School Certificate and 23 for the Protectorate Senior Secondary Commercial Examination.

575. Pupils begin to drop out at the earliest stages. Of 141,000 children enrolled in assisted schools in Tanganyika in 1948, 131,000 were in the first four Standards; in Nyasaland, in the same year, 75 per cent. of all school children were in the sub-grades—in 1939 the proportion had been as high as 85 per cent. Many aided and most unaided schools provide education only up to the first two, or the first four, Standards, while in a number of others it is fairly certain that over-crowding and second-rate teaching, the results of excessive pressure on the educational machine, discourage children who might otherwise persevere. Then parents find that they need their children to help on their *shambas*, or perhaps are just not very active in enforcing attendance. Perhaps the most serious drain of all, to be found at all levels up to Standard X, is that of children who, satisfied with the degree of education they have achieved, are tempted away from school by the chance to earn what to them are attractive wages. Compulsory education for Africans has not yet been put into practice anywhere except in the big towns of Northern Rhodesia; a measure of compulsion has recently been passed by the Ila Native Authority of Northern Rhodesia.

576. With the entry of pupils into the secondary schools the wastage becomes even more severe. This is due not only to the factors mentioned above—though they still operate—but also to the necessity, due to limited facilities, of filtering candidates for secondary education by means of a series of examinations. Thus, in Kenya, there is a drop of two-thirds between Standards V and VI, and of over one-half between Standard VI and Form 1. Less than 300 out of two thousand go on from Form 2 to Form 3, and these are again reduced by over two-thirds between Form 4 and Form 5. The Beecher Committee was emphatic in its recommendation that the point at which African educational provision must be expanded is the senior secondary school, i.e., at Form 3 (or Standard IX). At the primary school level the Committee felt that efforts should be concentrated on raising the efficiency of schools rather than their number.

## Aided and Unaided Schools

577. Education in eastern Africa, except in Zanzibar and Somaliland, is mainly carried on by voluntary agencies, of which the majority are Christian missions. Of more than 1,300 aided primary schools in Uganda, all are managed by voluntary agencies except five whose management has been taken over by African local governments since the war and two (a police school and a prison school) which are under the Protectorate Government. In Northern Rhodesia missionary societies manage nearly 95 per cent. of the schools maintained or aided publicly, and in these schools, at least 90 per cent. of the school children are enrolled. At least 90 per cent. of educational work in Nyasaland remains in the hands of missions, assisted by an increasing degree of Government guidance and financial help. Financial aid is given by means of grants of a part or the whole of teachers' salaries.

578. Speaking generally, educational systems are expanded by selecting schools which are not receiving grants in aid and paying them grants for some or all of their teachers and adding further classes and teachers as the opportunity presents itself. Guidance in the choice of schools to be up-graded, and in the siting of new schools, is provided by the Local Education Authorities of Uganda, the District Education Boards of Kenya, and, since their creation in 1947, the District Education Authorities of Tanganyika. All of these include in their membership representatives of the central Government education departments and of the voluntary agencies and native authorities concerned.

579. Government and local authorities play a larger direct part in the provision and management of schools in Tanganyika and Kenya than in Uganda and Central Africa. The number of primary schools managed by Government or Native Authorities in Tanganyika rose from 95 in 1938 to 299 in 1948; secondary schools in the same period went up from five to 12. In Kenya almost every District now has a Government junior secondary school, except in the Coast Province; and senior secondary sections are being added to several of them. African education in Zanzibar is almost wholly, and in Somaliland is wholly, a Government responsibility.

580. African local authorities have accepted an increasing financial liability for education since the war. Generally they help to find the money for primary education, while secondary, technical, and higher education remain the financial care of the Government. The exact share of responsibility varies from territory to territory: in Uganda (excluding Buganda), for instance, but not in Kenya or Tanganyika, the training of teachers for vernacular schools is the financial responsibility of African local government bodies. No such division of responsibilities has yet been laid down in the Central African territories, though in both of them there are native authority schools which are partly financed from native treasuries. The contribution of the Native Authorities in Tanganyika to education was about £15,000 in 1938; since 1946 it has not dropped below £90,000, and is rising steadily, though the bulk of expenditure still of course comes from the Government. Native Authorities in Tanganyika receive a grant of half the capital cost of new schools started by them; in practice they frequently exceed their allotted share in the cost of new buildings in order to have really good accommodation. The African District Councils of Kenya have been all too ready to spend their funds on schools, and in 1946 and 1947 the central Government came to the rescue of many of them with *ex gratia* monetary grants. From 1948 onwards these councils have received a subsidy from Government of Sh. 2 for

every rate credited to their revenues and at least half of this is spent on education. Their actual expenditure on education was £88,000 in 1946, a figure which two years later had risen to £180,000; the Ten-Year Plan envisages a contribution from them rising to £234,000 by 1957.

### Primary Education

581. *Kenya*.—The enrolment in aided primary schools rose from 205,000 in 1946 to 256,500 in 1948. The Government's traditional policy had been to concentrate financial aid on selected schools, aiming more immediately at an improvement in the quality of schools than in the quantity; but this procedure grew unpopular with the African communities, who pointed out that it placed at a disadvantage the children of ratepayers who did not happen to live near enough to an assisted school. The Ten-Year Plan, published in 1948, accordingly proposed what amounted to a virtual reversal of policy. Every unaided school is in turn to receive a grant in respect of one teacher's salary, and when every school has become partly aided a second teacher is to be aided at each in turn. The Plan aims at giving a six-year primary course to half the school-age population by 1957, a considerable advance when one remembers that in 1946 it was possible to say only that about 25 per cent. of school age children received "some form of education".

582. *Uganda*.—In 1947 the African local government bodies outside Buganda took over full control of the finances of all aided primary schools and all colleges training teachers for work in vernacular and sub-grade (i.e. four-class and two-class) schools. The policy of selecting schools for up-grading has been pursued: unaided "bush schools" still cater for 80,000 of the 223,000 children enrolled at primary schools, but the number of full six-class primary schools has risen from 78 in 1939 to 119 in 1945 and 342 in 1949.

583. *Tanganyika*.—African education in Tanganyika has still not really recovered from its late start. The facilities taken over when the League of Nations Mandate was awarded to Great Britain have been described as negligible; by 1938 only 76,000 African children were being educated in aided primary schools. During and after the war urgent efforts were made to retrieve the position, and by 1948 the corresponding enrolment figure was 142,500. All partly aided schools were instructed in 1946 to improve their standards to those qualifying for full aid by the end of 1949, or forego their grant. Even today, however, scarcely more than 20 per cent. of all school-age children are being educated in aided schools—previous estimates of the proportion were shown by the 1948 census figures to have been too high; and the Ten-Year Plan, published in 1947, aims at providing facilities for 250,000 children by 1956.

584. *Nyasaland*.—The attendance at assisted schools in Nyasaland in 1939 was 11 per cent. of the children of school age; by the end of 1948, 17 per cent. Nyasaland's Development Plan for education is conceived in two five-year periods, at the end of the first of which the number of junior primary schools should have been raised from 200 to 400, and of senior primary schools from 9 to 50, with an increase of some 20,000 in school enrolments. An essential item is an Educational Survey, which, beginning at the end of 1949, is examining existing facilities and drawing up plans district by district for the implementation of the general provisions of the Plan. Shortage of staff continues, but the first Nyasaland Africans to be trained overseas should be taking up duty this year as African Assistant Inspectors of Schools.

585. *Northern Rhodesia*.—Achievement here in the field of primary education has already caught up with the Ten-Year Plan. Provision was made for 120,000 places in elementary schools (Standards I and II and sub-standards), whereas in practice 126,000 places had been filled by the end of the 1948-49 school year. By the same time 12,300 of the 17,000 places in middle schools had been filled, and 3,730 of the 3,750 places in upper schools; this last figure is to be increased to 5,000. Total enrolment in publicly aided or maintained schools in 1949 was 143,400, which compares with 42,000 ten years earlier, while the number in unaided schools has dropped from 82,000 to 19,000.

586. *Zanzibar*.—Arabs and Africans share the same primary schools; after Standard VIII all races are admitted to secondary schools purely on merit, on the results of an entrance examination. Two new boys' primary schools were opened in 1946, three in 1947, and two in 1948; thereafter the opening of new schools had to be suspended for two years, for lack of qualified teachers. There are now 35 boys' primary schools in Zanzibar, and seven girls'; since the great mass of the population is Moslem co-education is not feasible. As a test of the genuineness of the demand for new rural schools, villagers are invited to erect the first new building, containing two classrooms, by their own efforts.

587. *Somaliland*.—Education in the Somaliland Protectorate is a very recent growth. Apart from a handful of Koran schools, no facilities at all existed until 1938, when a school was opened in Berbera. The Somali, suspicious as always, took exception to the proposal to write their language in European characters, reading into this an attack on their Moslem faith. Their objection to this proved stronger than their desire for education: on one occasion they stoned the Director of Education and his Somali headmasters, but the school remained open until the Italian invasion brought the experiment to an end.

588. During the war a change of heart began to spread through the people, first among the townsfolk and Government servants, later among the nomadic tribes. Three elementary schools were opened in 1943 under the supervision of a Somali who had worked steadily for progress in education for eighteen years. Once a start was made, progress was rapid. There are today seven district elementary day-schools and one boarding school, at Sheikh, with which is combined a primary school taking students to the end of their seventh year. A second primary school is to be opened this year at Borama, and the combined intake of the two should be about 75 boys a year. Both are double-streamed, that at Sheikh providing academic and technical courses and that at Borama academic and agricultural.

589. In deference to local religious feeling an Arabic medium has been introduced into the junior schools, and a change-over to English is made at Standard IV, Arabic being retained as a school subject. An influential Sheikh has accepted the appointment of Religious Adviser and Instructor to the Education Department.

### Secondary Education

590. There are at present no facilities for secondary education in Somaliland, though it is proposed to open a junior secondary (vocational) school in 1951; a few boys go on to secondary education in the Anglo-Egyptian Sudan, and it is hoped that a certain number of places will be allotted in the Institute of Moslem Education at Mombasa. Entry into secondary classes in the Central African territories is still very small: the two mission schools in Nyasaland together teach 100 pupils, of whom a bare handful

reached Standard X and none has so far reached Standard XII, while the 1949 enrolment in secondary schools in Northern Rhodesia was 261. A Government secondary school is under construction in Nyasaland. A survey of minimum requirements in Northern Rhodesia, carried out by Government and mission representatives, found that provision is needed for an intake of 250 children a year to junior secondary, and 75 to senior secondary schools, as against the 125 and 25 provided for in the Ten-Year Plan; these recommendations are being considered.

591. The total enrolment in the inter-racial secondary schools of Zanzibar (there are two, both Government-managed) in 1949 was 554, of whom 93 were girls. Africans and Arabs together form about 40 per cent. of the whole, though in the girls' classes they are a much smaller proportion.

592. Of the three East African territories, Uganda relies most, and Tanganyika least, upon voluntary bodies for the provision of secondary schools. The Government of Tanganyika manages eight provincial secondary schools for boys and four for girls, while missions run 13 for boys and three for girls. The Government secondary schools provide instruction up to Standard X, at which students take an examination for admission to one of the three senior secondary schools: these, of which two are managed by missions and one by the Government, take students to Standard XII. Extensions have been carried out to most of the Government schools since the war, and the total secondary school enrolment is now 1,712 boys and 89 girls, numerically divided more or less evenly between the Government and missionary schools. Work in progress includes the construction of a Government secondary school at Songea, in the Southern Province, and of a voluntary agency school at Pugu, near Dar es Salaam.

593. Grant-aided secondary schools in Uganda now number 47, of which all but three are mission-owned; there are also three registered private junior secondary schools. These figures compare with 39 grant-aided and one private secondary school in 1946. Six schools are self-governing—that is, managed by a Board of Governors on which Government and the voluntary agency are each represented—and all of these have expanded considerably since the war. In 1947 the Government took over from the Church Missionary Society the management of the secondary school at Fort Portal. In the Northern Province, the African local government bodies have offered a substantial sum for the construction of a Government secondary school. Enrolment at secondary schools increases steadily.

594. Up to 1946, when the first two Government district schools started their secondary sections, all provision for secondary education in Kenya had been by missionary societies. By 1947 there were 57 schools giving instruction up to Form 2 (equals Standard VIII); of these, six gave a course up to Form 4, and two of the six up to Form 6 and School Certificate. Two more schools started Form 3, and one more Form 5, in 1948; in 1949 one more school added a Form 6, and two more are to do so this year. Enrolment in secondary schools has gone up from 4,000 in 1946 to 5,800 in 1948; the Ten-Year Plan envisages an enrolment of 10,800 by 1957.

### Education of Girls

595. Girls' education has always lagged in eastern Africa, owing to the place of women in African society. Since the war there has been a change of sentiment. It is good to see progress in the two countries of which the populations are overwhelmingly Moslem. In Zanzibar it was said in 1948 that girls' education was outstripping the provision of teachers and buildings. In Somaliland three small elementary schools for girls have recently been opened, one of which is a boarding school.

596. Elsewhere, wherever religious susceptibilities are not liable to be offended, village schools are co-educational. A notable step forward in Kenya since the war has been the opening this year of the African High School for Girls, a mission secondary school financed fully by the Government; the school was started in 1948 by the Church of Scotland Mission at their girls' school at Kikuyu, and transferred to the new premises when they were ready for occupation. In Uganda, three girls sat for School Certificate in 1948, of whom one passed; and one girl passed well in the Uganda Senior Secondary Commercial Examination. In Tanganyika the number of girls' schools has been raised since 1946 from two under Government management and twenty-four mission-owned to seven Government and twenty-eight mission schools. The girls' school at Mbeya was completed in 1949 after two and a half years in temporary premises, and girls' schools have been built at Mwanza and at Moshi.

597. In Northern Rhodesia, where a central commission on female education was appointed in 1946, there is a Government girls' boarding school at Mindolo, and the first girls' secondary school has been started with, at present, seven pupils. The first girl to pass into a secondary school in Nyasaland did so at the end of 1948.

### **Makerere College**

598. Higher education in East Africa is provided at Makerere College, situated near Kampala in Uganda. Early in 1950 it was announced that the College had been admitted into a special relationship with the University of London whereby the students will be enabled to read for the degrees of that University in Arts and Science; at the same time the Inter-University Council for Higher Education in the Colonies recognized Makerere as a University College. From its foundation in 1922 as a technical school under the Uganda Education Department, Makerere has thus grown into an independent university institution serving all the East African territories. The College now has a staff of 43 and a student body of 213 men and nine women, the first woman student having been admitted in 1945.

599. Professor B. de Bunsen, formerly Professor of Education at the College, succeeded Dr. W. D. Lamont as Principal early in 1950.

600. In addition to the degree courses, Makerere will continue to award its own certificates for higher studies in Arts and Science, and to provide courses of professional training in its Institute of Education and its Schools of Agriculture, Medicine, and Veterinary Science.

601. The work of the Institute of Education has grown steadily. An important new development in the Medical School was the establishment in 1950 of posts for full-time teachers as heads of the main clinical departments, and for Pathology and Preventive Medicine. All clinical teaching at the hospital was previously carried out by officers of the Uganda Government. Development in the Schools of Agriculture and Veterinary Science, endowed by the Governments of Uganda and Kenya respectively, has been rather less satisfactory, owing largely to the difficulty of recruiting staff: there are some signs of an improvement in the situation, and in 1949 a Professor was appointed to the Chair of Veterinary Science.

602. The Institute of Social Research, financed by a grant from the research allocation of Colonial Development and Welfare funds, serves to emphasise the importance of research as well as teaching. The Institute, which is an integral part of the College, will undertake research in the social sciences in several areas throughout the East African territories. (See Chapter VI, paragraph 359.)



603. A sum of £1,100,000 has been appropriated to Makerere from the Higher Education allocation of Colonial Development and Welfare funds, largely for capital expenditure on buildings, both teaching and residential, on scientific equipment, and on the expansion of the library.

604. The bulk of the recurrent expenditure is met by block grants from the Governments of Kenya, Uganda, and Tanganyika. In addition to these grants, the fees and other expenses of almost all students are met by their Governments.

### Supply of Teachers

605. Recognizing that a greatly increased flow of teachers was the first step necessary to the expansion of their educational machines, all Governments have paid particular attention to this aspect, and both the number of teachers in training and the quality of their instruction have been improved. During the war, higher standards and a longer course were introduced at Makerere, causing a temporary dislocation in the supply of teachers for junior secondary schools but with beneficial results in the long term. In Uganda, where the shortage of teachers is less acute than in neighbouring territories, the course for vernacular teachers was extended in 1949 from two years to three.

606. The Government of Uganda, which formerly entrusted the training of all teachers to the missions, has taken over a centre for vernacular Moslem teachers and converted it into a full primary teacher-training centre under a European education officer, and has also opened a junior secondary teacher-training college which will turn out teachers equivalent to those produced by Makerere before the new courses were introduced there. The Nyasaland Government entered the field with a course for higher grade teachers at the Jeanes School in 1948. All these supplement existing facilities run by missions.

607. In Kenya the training of secondary teachers was transferred from the missions to the Government in 1943, but the training of teachers for primary schools still remains partly a Government, partly a voluntary agency, responsibility. Two African girls' teacher-training centres to be managed by Government were opened in 1949, and the first for junior secondary teachers in 1950. The training given at these has been defined as that required to make a "good village woman". In Tanganyika, before the war, there were in operation one centre managed by the Government and 19 centres mission-owned, with an enrolment of just over a thousand; in 1948 2,100 teachers were being trained in 52 centres, of which eleven were managed by Government. The Government teacher-training college in Zanzibar, which is combined with a rural middle school, moved in 1950 from Dole to new buildings at Bet-el-Ras. Somaliland will before long be able to call on the output of the Sheikh and Borama schools to teach in elementary classes, but will have to rely for some time to come on primary teachers, Somali and Sudanese, trained at Bakht-er-Ruda in the Anglo-Egyptian Sudan.

608. It is encouraging to see so many women coming forward for training as teachers. A few have completed the full course at Makerere, and are now teaching in senior secondary schools. As a rough generalization, rather more than a quarter of the total teachers in training are women, though most of these are preparing for the lowest grades: the percentage is highest in Uganda, where the female enrolment at all primary and vernacular teacher training centres in 1949 was 633 out of a total of 1,870. In predominantly Moslem countries the proportion is of course much lower.

609. The position of teachers in assisted schools has been progressively improved. In Uganda a system of full salary grants on incremental scales was introduced in 1944, and the scales were revised in 1947 and 1949 to incorporate cost of living allowances and bring them more into line with the salaries of local Civil Servants. The Kenya Government's new grant-in-aid rules of 1945 laid down that full salary grants should be paid to teachers in aided primary schools from local funds, and full European and African staff salary grants to secondary and girls' schools from central funds; salaries of teachers in aided schools were to be the same as those paid to Government teachers, grants however being of the average salary payable on particular incremental scales, and not of exact salary to which teachers might be entitled. Provisional salary scales published in Tanganyika in 1946 varied from province to province with the different cost of living; the same scales were made applicable to Government teachers and teachers in aided schools. The grant for teachers in fully assisted schools was raised from 75 per cent. to 85 per cent. of their salaries, and for those in partially assisted schools from 50 per cent. to 65 per cent.

610. The higher rates of pay introduced as the result of the findings of the Salaries Commissions increased recurrent costs considerably—the Report of the Committee of Inquiry into African Education in Kenya quotes a figure of 20 per cent.—with no proportionate increase in the number of schools or teachers. In Kenya it was necessary to allow African District Councils to introduce their own, slightly lower, scales of salaries, the new rates being quite beyond their means. In Tanganyika the Government grant was raised to 95 per cent. of salaries in fully aided schools and 75 per cent. in partly aided schools.

611. Coming as it did at a period in which Africans were beginning to bear a considerably higher share of the cost of their educational services themselves, and were eager to see some tangible expansion in return for their contribution, the rise in the recurrent costs of education—and indeed of all social services—was naturally a great disappointment. The higher salaries now offered, however, should have a beneficial effect in due course in attracting more of the more intelligent members of the community to the teaching profession.

### **Technical and Specialist Education**

612. Mr. H. C. Weston, H.M.I. of the Ministry of Education, and Mr. A. J. Ellis, of the Ministry of Labour, toured the East African territories together in 1947 to advise on the direction to be taken by technical training, including the future of the trade training centres which were set up as part of the plans for rehabilitating ex-askari. Many hundreds of Africans were trained in the immediate post-war years in these schools, which were set up in all the major territories and gave instruction for such trades as mechanics, carpenters, tailors, shoemakers, tin and blacksmiths, cabinet makers, fitters, painters and sign-writers, electricians, masons, etc. In some territories ex-service men were useful recruits for training in medical and health work.

613. Trade training in Kenya has been centralized at the Native Industrial Training Depot at Kabete, and has almost wholly disappeared from the curricula of ordinary schools, though considerable attention is given to craft work and agriculture. The highly successful Kabete centre was taken over during the war for the training of army tradesmen, as was the Uganda Government Technical School at Kampala. Both these have now been handed back to Education Departments; in Kenya a similar centre founded for ex-service men's training at Thika has also been taken over by the Education

Department, and a third is planned in or near Kisumu. A committee on technical education in Kenya, which reported in 1949, recommended the establishment of an inter-racial technical institute in Nairobi. The Education Department in Uganda is now operating five of the six ex-service men's centres there.

614. In Tanganyika, proposals are under consideration for the merger of the Government technical school at Mbuluni and that formed by the Overseas Food Corporation at Ifunda. If these proposals are put into effect the staff and pupils now at Mbuluni will be moved to Ifunda, which will be taken over by Government and run as a technical school for 500 students. Tanganyika also has five industrial apprenticeship classes attached to Government secondary schools, and six attached to mission schools, open to boys who have completed Standard VI; there is a clerical course available at Dar es Salaam, and a commercial course at the Aga Khan's Boys' School. A committee on technical education reported in November, 1949.

615. Largely on the initiative of the Governor of Kenya, Sir Philip Mitchell, a Moslem Institute to supply the educational needs of the Moslems of East Africa was founded at Mombasa in 1948. The Institute is to provide secondary education with the emphasis on technical rather than academic subjects to matriculation standard; various specialized courses will be provided. A site has been found near Port Tudor, and contributions towards the funds have been made by His Highness The Aga Khan, by the Government of Kenya, and from Colonial Development and Welfare funds. The Institute is a well-governed body established by charter; Their Highnesses The Aga Khan and The Sultan of Zanzibar have agreed to become patrons. Zanzibar, having insufficient scope for a technical school of its own, will send students to Mombasa for training, and Somaliland hopes to do the same; the bulk of the places will be filled from among the Moslem communities of the East African territories. Half of the places will be open to Arabs.

616. Nyasaland has no schools specifically for technical training, but classes are run by all Government Departments employing skilled or semi-skilled men. (The giving of instruction by such bodies as railway, posts and telegraph, etc., authorities is a general practice in all territories.) In Northern Rhodesia's Ten-Year Plan, provision was made for the trade training of 200 boys who had passed Standard VI, and this is now being expanded to 300; the Mwalali Training School is training close on 100 Africans in various trades, as well as giving short courses to ex-service men. Junior trades schools are being set up for boys who have passed Standard IV; some 250 boys are at present undergoing courses.

### **Community Development and Social Welfare**

617. Community development, or mass education, means "a movement designed to promote better living for the whole community, with the active participation and if possible on the initiative of the community; but, if this initiative is not forthcoming spontaneously, by the use of techniques to arouse and stimulate it, in order to secure an active and enthusiastic response to the movement." In East Africa community development is related primarily to rural conditions while technical social welfare services function at present mainly in the towns.

618. Northern Rhodesia has been divided into 11 development areas, of which eight have begun to operate, each with an area team and each comprising an average of three administrative districts. Five thousand pounds a year—half from the Protectorate's development funds and half from a Colonial

Development and Welfare grant—is to be available to each area to help finance projects put forward by the people which cannot easily be fitted into any specific departmental plan. These funds are separate from finance for departmental development plans which are all correlated through the area teams. They not only provide for projects which do not fall under a specific departmental head but they also allow for some flexibility in finance at the field level, so that immediate aid can be given to any sound project without the delay inherent in awaiting financial votes. At present activity in this field is primarily concentrated on peasant farming schemes: the basic feature of such schemes is the anchoring of a farmer to a specific land holding and assisting him to manage it in accordance with the best agricultural practice; the stability of land tenure permits of better housing and social conditions which under a system of shifting cultivation is discouraged. Pilot schemes have been in operation over the last eighteen months and it is now intended to extend these schemes in the Bangweulu and Kafue areas. Similar activities were contemplated in Kenya under the settlement and land utilization schemes mentioned in Chapter V. In the West Suk, instruction has been given in methods of grass regeneration over three areas totalling 20,000 acres, and the Suk, encouraged by the success of the demonstrations, are now on their own initiative arranging for areas adjacent to their own holdings to be regenerated. In Uganda, the model village at Ajeluk, started before the war, was given a new lease of life when the villagers were brought to appreciate that only their own efforts, without continual reference to a paternal government, could maintain their improved standard of living.

619. An interesting creation in Uganda has been the formation of provincial demonstration teams. Each consists of a leader and up to 12 members, under a local Welfare Officer: having made their visits popular through entertainment pure and simple, they impart the necessary instruction to their large and cheerful audiences by means of plays and sketches, short lectures, practical demonstration, static displays, debate and discussion. Material is prepared in close collaboration with the provincial administrations and district teams.

620. The teaching of literacy to adults forms an important part of community development, and is often particularly successful where it can be associated with other measures of rural betterment. In the Pare area of Tanganyika a scheme of this nature is now getting under way; community development workers, trained in mass literacy, have been posted to the area, while an excellent literacy primer has been completed. Production of follow-up material is in the hands of the East African Literature Bureau and will be concentrated on issues of local interest illustrated by photographs taken in that locality; for instance the Wapare make much pottery for surrounding areas and one of the series will deal with possible improvements. But the most successful literacy work in eastern Africa has been that started at Mindolo, Northern Rhodesia, based on an experimental adaptation of Dr. Laubach's individual teaching method. The campaign was started by Mrs. Hope Hay in a mining compound in April, 1945. Two months after the campaign had begun, 60 adult literates had been recorded. Four months later this had risen to 193. Eighteen months later, at the end of 1946, 2,648 new literates had been recorded of whom more than half had become literate in the course of extension of the work to other places in the territory. During the next two years, over 8,000 persons became literate so that by the middle of 1949 nearly 11,000 had learned to read, of whom more than half were women. This has been accomplished without the advantages of a *lingua franca*; the language problem has been a special difficulty, for in this area only primers were needed in no fewer than six languages.

621. A mass education pilot project was started at Mponela, in Nyasaland, in 1947, but though some progress was made in the spread of literacy certain difficulties were encountered and the scheme was wound up. In its place a more comprehensive scheme of community development is to be carried out in an area of about 100 square miles just north of Zomba, where there is a population of 15,000 to 20,000. This area, which includes the Jeanes Training Centre, is to be constituted a separate administrative district, and a team composed of European and African officers of the Education, Health, Land Usage and Public Works Departments, under the leadership of an administrative officer, is setting out to tackle the main problems jointly with the missions.

622. In Kenya, apart from the settlement and land utilization schemes there are also community centres operating in close conjunction with the Jeanes Training Centre at Kabete; more than 40 centres are now open under the supervision of eight district welfare officers, who form part of the provincial administration. In many places the centre is the focus of activity and adult education the primary interest; literacy classes, discussion groups and film shows are held and special provision is made for African women in sewing, knitting and spinning and in some places in weaving and child welfare. In the Meru area puppet-shows as an aid to instruction have proved very popular. In Tanganyika some 25 community centres have been built from Colonial Development and Welfare funds mostly in rural areas; as in Kenya their activities have been confined to informal adult education. The African Civic Centre in Zanzibar includes a rather wider field of interest and is certainly one of the most successful centres in East Africa.

623. An important part in community development has been played by the Jeanes Schools in which a wide variety of co-ordinated courses are given to selected chiefs, headmen and government officials. For instance, at the Jeanes Training Centre, Kabete, during the present year courses are planned for progressive African farmers, clerks, health inspectors, welfare workers, probation assistants, labour assistants, co-operative instructors and chiefs, and local native council members. The School is both a training centre and a centre for refresher courses for African civil servants of all departments, particularly those working in rural areas; the aim is to build up an appreciation of the problems which face other departments, and a conception of the individual as a loyal member of a Government team with a strong spirit of service. When men trained at this centre return to their districts they should be able to form the basis of district teams at the African field worker level comparable to the team at District Headquarters. In 1949 some 220 persons passed through training courses similar to those mentioned above. This training centre also undertook the training of ex-service men in which there were two objectives, first to give suitable training to educated ex-soldiers in order to fit them for employment and second to teach them civilian values of life; in each respect the centre was notably successful and by the end of 1949 had turned out 200 teachers and 72 army teachers, 170 clerks, 70 census supervisors, 66 social welfare workers, and 72 agricultural instructors, as well as many others bringing the total up to nearly 800.

624. In urban areas, social welfare activities in the narrower sense are receiving more attention. Municipal welfare officers have been appointed in Nairobi and Mombasa, and have for long been doing excellent work. Municipalities in Northern Rhodesia also employ welfare officers; in Tanganyika and Uganda, welfare officers have begun work in urban areas but it is not yet as fully developed as in Kenya. The Directorate of Social Welfare in Uganda is combined with that of Public Relations, to the advantage of both

activities. In Tanganyika, where the two departments were for a time similarly linked, community development and social welfare have now been separated and placed under the Member for Local Government. In Zanzibar a great deal of attention has been paid to urban welfare, with particular success: Professor Batson of Capetown University carried out a social survey there in 1949. A notable feature was the opening in 1948 of a club for purdah ladies, which may lead to a substantial increase in local voluntary effort for social services.

625. The East African Women's League in Kenya has undertaken valuable welfare work, and the Women's Service League of Tanganyika has worked in conjunction with the Social Welfare Department in many centres throughout the territory. Social welfare, as a direct technical activity of Governments, is still in its infancy in East and Central Africa, but it would be wrong to close on this note without acknowledging the vast effort which is continuously made by the missionary societies of all creeds, and by such other voluntary agencies as the Salvation Army and the British Legion.

### **Information Services**

626. The Information Departments of the East African territories and of Northern Rhodesia were started during the war as agencies for stimulating the war effort, and were placed on a permanent footing when it was seen how valuable they were as links between the administrations and the peoples. Information duties in Zanzibar are carried out by an Arab Information Officer under the general direction of the Senior Commissioner. The post of Public Relations Officer was not created in Nyasaland until 1949, when the expanding work of the Education Department made it impossible for its Director to continue to undertake information work. An Information and Community Development Officer has recently been appointed in Somaliland, after a period since 1948 in which an Administrative Officer was responsible for public relations affairs in addition to his other duties.

627. News-sheets in the vernaculars are published in all five major territories, either by the Government information services or with their help, and Information Officers maintain close liaison with the local press, European, Asian, and African, to which they distribute the news-bulletins and features of the London Press Service, with other material. It must be regretfully recorded that the standard reached by the African-owned press is on the whole very low. All possible help is given them by Information and Publication Relations Officers: encouraging steps have been made in Uganda in the formation of a Club for African Editors, which is provided with the latest reference books, and of an African Journalists' Society. Despite this it was necessary in 1948 for the Governor of Uganda to take powers to require any newspaper to correct in its columns any statement previously made therein which in the opinion of the Governor is false or distorted.

628. The cinema, and especially the mobile cinema which can visit outlying areas, has proved a very effective means of communication with the people: every territory now has at least one mobile cinema van, and films are also distributed to static cinemas under private management. A unit of the Colonial Film Unit is working in East Africa; the Central African territories, in conjunction with Southern Rhodesia, maintain their own film unit. Both these teams make instructional films for Africans, in which the instruction is liberally diluted with entertainment, and which have considerable success, particularly with the less sophisticated rural audiences. The Colonial Film Unit had shot about 55 reels by the end of March, 1950, and the Central African Film Unit, whose films are in colour, some 40 reels. Both units are training African technicians.

## **Broadcasting**

629. Under an agreement concluded in 1949 broadcasting in the three Central African territories has been shared between the authorities of Northern and Southern Rhodesia, the former being responsible for transmissions in the vernacular and the latter for English programmes. The studios at Lusaka are being extended, and full and varied programmes are broadcast every night. The difficult problem, common to all African territories, of reaching the rural populations is being solved in Northern Rhodesia by the marketing of a cheap dry battery receiver which retails at £6 5s. This radio set, evolved by the Information Department and mass-produced by a leading British firm, has a wave range of from 25 to 90 metres and will receive any station within that wave range, including Daventry. It is specially designed for use in tropical climates and for simple operation. Its distribution and sale are handled through normal trade channels, but servicing is undertaken for the time being by Lusaka Broadcasting Station. The trade will shortly take over servicing. The marketing of this receiver has been a great success. They are selling to Africans in both the rural and urban areas of Northern Rhodesia at the rate of 300 a month, and their sale is spreading rapidly in Nyasaland and Southern Rhodesia.

630. African broadcasting in East Africa is centred on Nairobi, and is undertaken by a private concern: programmes in English, Kiswahili, and Gujerati are radiated, but the vernacular services are not nearly so complete as those transmitted from Lusaka. The possibilities of erecting local medium-wave transmitters in Tanganyika and Uganda are at present being explored. A studio is being equipped in Zanzibar, and at Hargeisa Radio Somali broadcasts for an hour a day in Somali and Arabic.

## **Reading Matter for Africans**

631. There is a tremendous need for reading matter for the newly literate African, and a need no smaller for school books to help Africans to acquire literacy. At the beginning of 1948 two inter-territorial bodies were set up to help supply that need. One was the East African Literature Bureau, catering for Uganda, Kenya, Tanganyika, and Zanzibar; the other the Joint Publications Bureau of Northern Rhodesia and Nyasaland. Each of these has received a grant from Colonial Development and Welfare funds, the one of £99,000, the other of £50,000.

632. The East African Literature Bureau was formed to stimulate the production and distribution of literature for African use and to train Africans in this kind of work. Its activities cover text-books, readers, general literature, periodicals, and libraries, and special attention is given to the building up of schools of indigenous writers. These were the objects laid down at the Bureau's foundation: some have progressed more rapidly than others. A series of textbooks for primary schools is being prepared in the vernaculars by European and African authors. In the field of general literature, works of fiction, biography, tribal and historical studies, and simple technical books are being provided. A particular aim of the Bureau is the promotion and guidance of African authorship, and books and leaflets have been published on, for example, "How a Book is Published" and "Some Forms of Writing".

633. The headquarters of the East African Literature Bureau are at Nairobi, and branch offices have been opened at Kampala and Dar es Salaam, the latter serving Tanganyika and Zanzibar. The Kampala office, under the direction of an African, works in close co-operation with the Uganda Literature Committee, which is engaged on similar work.

634. The Joint Publications Bureau of Northern Rhodesia and Nyasaland took over the assets and goodwill of the African Literature Committee of Ndola and of the section of the Nyasaland Education Department which produced books of general interest—both these organizations had been functioning since before the war. Ninety-five books have been published so far: they include works in English and in ten vernaculars. Nineteen of them are original works, and fifteen translations, by African authors; a high proportion of the others have been produced jointly by Africans and Europeans.



## IX. LIVING CONDITIONS AND SOCIAL SERVICES

### Growth of Populations

635. If any spur to development were needed in eastern Africa, or any justification of the emphasis laid on material production, the results of the East African census of 1948 can provide them. This, the most reliable count of all races yet carried out in the region, disclosed that the African populations were everywhere much greater than previous estimates had suggested. The apparent increase was probably due to underestimates in earlier counts rather than to a low estimate of the annual increase. The figures obtained in 1948 show that the African population of Uganda, Kenya, and Tanganyika totalled some 17,400,000 as against a former highest estimate of about 13,600,000: an increase of more than one-fourth, or more than four million more people to be fed, housed, educated, and kept healthy.

636. The census in East Africa was one of the first major undertakings of the inter-territorial East Africa Statistical Department. The non-African populations, as well as the entire population of Zanzibar, were counted on the 25th February, 1948, and the general African enumeration took place from the 23rd to the 30th June; a sample census of Africans covering about one-tenth of the populations of the territories followed. The information obtained will provide the basic demographic statistics essential for social planning.

637. A census was taken in Nyasaland in 1945 and in Northern Rhodesia in 1946; but, while the whole African population was counted in Nyasaland, only employed Africans were included in the Northern Rhodesia census. In the near future sample censuses are to be carried out in both territories by the Central African Office of Statistics; every effort will be made to obtain the information on which to base future estimates of the size and composition of the African communities.

638. There has never been a complete count in the Somaliland Protectorate, and while the people continue to live as nomads there will continue to be great difficulty in organizing one. The present population is estimated very roughly at 500,000.

639. A table showing the populations of the East and Central African territories and the most recent censuses is at Appendix I.

### Non-African Communities

640. Both the European and the Asian populations have also grown rapidly since the war. The European communities which show the greatest increase are those of Kenya and Northern Rhodesia, the principal countries of European population.

641. European immigration into Northern Rhodesia was just over 5,000 in 1948 and topped the 6,000 mark in 1949. Many of these came to employment, and in particular to work on the copper mines. As statistics of emigrants are not available, it is impossible to judge how far new immigration is offset by departures: it is believed, for instance, that there is a steady interchange of mining personnel between Northern Rhodesia and the Rand. The 1949 estimate of 32,000 for Northern Rhodesia's European population made by the Central African Statistics compares with an estimate of 20,800 in 1945.

642. Reported permanent immigration of Europeans to Kenya since the war has been at a high rate—3,500 in 1946, 5,000 in 1947, 6,500 in 1948; but the rate of permanent emigration to offset it has also risen, and it seems probable that the yearly excess of immigrants over emigrants (excluding temporary visitors), which in 1948 reached a peak of about 3,500, will be substantially lower in 1949. The total European population of Kenya at the time of the 1948 census was 29,660.

643. In other territories, while immigration has not been on the scale of that into Kenya and Northern Rhodesia, the recruitment of new staffs, Government and other, for development work has generally resulted in an increase in the European populations. The European community in Tanganyika has been increased since 1945 by the immigration of new settlers and of the considerable staff employed by the Overseas Food Corporation. The European community of Uganda has always been small; but, very largely due to Government recruiting, it had reached 3,448 at the time of the 1948 census. The rate of European immigration into Nyasaland is increasing, here again due partly to staff recruitment and partly to the very considerable expansion of the activities both of the Government and of private concerns. The European community now probably numbers some 3,000, as compared with 2,000 at the time of the 1945 census. Neither in Zanzibar nor in Somaliland are the European communities, apart from Government staffs, at all numerous.

644. The figures given here do not include some thousands of Polish refugees who came to eastern Africa during the war and were accommodated in camps in Uganda, Tanganyika and Northern Rhodesia. The majority have been either repatriated, transferred to the United Kingdom or resettled in other countries. The bulk of those remaining have been concentrated in Tanganyika and Uganda, while arrangements are made for their final resettlement.

645. The large increase in the Asian (Indian, Pakistani, and Goan) communities in East Africa in recent years is due both to fairly high natural increases and to an excess of immigration over emigration. In Kenya in 1948 the excess of reported permanent immigration over emigration (i.e. excluding visitors and persons in transit) was 4,750. In 1937 the Asian populations of Kenya, Tanganyika, and Uganda were 44,000, 25,000 and 14,000 respectively; by 1948 they had grown to 98,000, 46,000, and 35,000. The Asian community in Nyasaland is now estimated at not less than 4,500, of whom about one-third are local born, as against 2,800 in 1945. In Northern Rhodesia Asians number about 1,800, a small figure in comparison with other communities, but showing an increase of 50 per cent. over that in October, 1946.

### **Control of Immigration**

646. Since the war the Uganda, Kenya, Tanganyika, and Nyasaland Legislative Councils have passed Immigration (Control) Ordinances, under which immigrants are classified according to the nature of their employment or the purpose for which they wish to enter the country. Before being given permission to enter any territory, immigrants must apply to an appropriate authority appointed by the Government and must obtain a certificate of eligibility. The principle on which the control is based is that the entry of the immigrant in question is in the general interests of the territory. Provision is of course made for temporary permits for visitors. The Immigration (Control) Ordinances were brought into force in East Africa in 1948 and in Nyasaland in 1949. Similar legislation is now being examined by a Select Committee of the Legislative Council of Northern Rhodesia.

## **The Housing Shortage**

647. An inevitable result of the rapid growth of populations, coupled with the stoppage of building during the war, has been a severe housing shortage for all races, a shortage aggravated by the difficulty of obtaining many important building materials and by the general scarcity of artisans in the building trades. Until well into 1949 the lack of quarters was still a serious drag on development programmes, for authorized new staffs could not be fully recruited. African housing in urban areas still requires great improvement, although the responsible authorities are doing their utmost to remedy the situation.

### **Town Planning**

648. In all major towns and townships, building schemes are integrated within town plans. Both Kenya and Uganda have recently established Government town-planning authorities. A town plan for Kampala was commissioned in 1944, and though it had to be modified on financial grounds, the more modest scheme submitted in its place in 1948 can be extended as circumstances permit. A town plan is also in preparation for Jinja, which is expected to expand enormously when the Owen Falls hydro-electric power scheme comes into operation. In Kenya, town plans are being prepared for Nairobi and Mombasa. Mombasa presents special difficulties, lying as it does on an island which is already very densely populated. Nairobi, on the other hand, is expected to expand to at least two and a half times its present size within the next quarter of a century. A "Master Plan" for its development over the next 25 years has been prepared by an architect, a civil engineer, and a sociologist, working in association. The Government of Tanganyika retained the services of a firm of consulting engineers as advisers on town planning in 1948, and the following year set up a Government town planning organization. Here, especially in Dar es Salaam, one of the great difficulties which have to be overcome is the sorting out of the jigsaw of freeholds which impedes Government control of development. Somaliland has as yet no need of a town planning authority, but an architect has joined the staff of the Public Works Department since the war and has completed a plan for the European part of Hargeisa.

649. Northern Rhodesia and Nyasaland avail themselves of the services of the Town Planning Department of the Government of Southern Rhodesia. In Nyasaland, air surveys have been completed for the long-term plan to link Blantyre and Limbe as a single town, and a town-planning authority has been set up. A site has been chosen at Kaningina, and air surveys carried out, for a new provincial headquarters for the Northern Province, which will also serve as administrative headquarters of the Colonial Development Corporation's operations in the Vipya Highlands; and the plans have been completed and work on the ground begun for the new port at Nkata Bay, on Lake Nyasa, which will serve this. In Northern Rhodesia, development plans have been prepared for all the towns in the Copperbelt. A survey has been completed for Broken Hill. In Lusaka, where the commercial part of the town is separated by some distance from the Government buildings and residential areas, the town plan is in the hands of a private firm.

### **Housing for Europeans**

650. In Uganda, where the increase in European population has been comparatively small, it is safe to say that the crisis in European housing is over. The building of European quarters was given priority in development work, and in Kampala and Entebbe some estates have been put up on the

hostel principle, separate houses sharing a central restaurant and other services. Kenya too has made good progress: the first European housing estate in Nairobi was begun in 1948, and a number of blocks of flats have been completed by the Municipality, but it cannot yet be said that the provision of European dwellings has caught up with the increase in population.

651. Tanganyika has not yet overcome its European housing problem. Many people in Dar es Salaam, including Government officials, are still living in hotels, and others can only find houses when they are allotted the quarters of officials going on leave. The Overseas Food Corporation has purchased a number of wooden pre-fabricated houses for erection in the ground-nut areas.

652. The sharp rise in European immigration in Northern Rhodesia after the war precipitated a considerable housing shortage. Several large estates have been built at Lusaka for newly arrived Government officials. The Government makes loans to local authorities which they in turn lend to individuals seeking to build houses and unable to borrow from building societies. A recent development has been the construction of pre-fabricated houses by the Zambezi Sawmills Ltd. In Nyasaland, too, there is a shortage of houses for Europeans. As an emergency measure some quarters have been built at Zomba of pisé-de-terre or green brick, with thatched roofs. Housing contracts placed with private contractors have taken a long time to execute.

### **African Housing**

653. The African who dwells permanently in a rural area has no real housing problem. He builds his dwelling of local materials, poles and mud and thatch, with an earth floor; and, while it is highly desirable that he should build better, dividing his house into several rooms, making a cement floor, and increasing the window space, he is never actually without a home as the Africans in towns sometimes are. Since the war there has indeed been a tendency for Africans to build better houses, rectangular instead of round, and sometimes with corrugated iron roofs: occasionally brick or stone houses are seen. Often improved houses are found where agricultural betterment schemes are being operated, showing a generally progressive outlook on the part of the householder. Ex-service men returning from overseas have in some places put into practice ideas they learned abroad. As an experiment, the Civil Reabsorption Officer in Uganda bought 360 tons of iron sheeting and ironmongery in 1946 for sale to African ex-service men building houses.

654. Africans working on estates are housed by their employers, and so in general are those working for large enterprises—mining companies, the Overseas Food Corporation, railway and docks managements, and so on. The great African townships of the Northern Rhodesian copper mines, extended considerably since the war, and the compound for Government employees at Lusaka, are models of their kind. Local authorities in Northern Rhodesia have recently been empowered to require all employers of more than 25 employees to build housing estates for their staffs, and to provide for wives and families in them. All Governments have paid close attention since the war to ensuring that the minimum standards laid down are maintained. The types and minimum dimensions of buildings have been prescribed, with minimum sanitary arrangements.

655. The worst problem of African housing is in and around the towns, and since the war it has grown to very large proportions. The African populations of the major towns in Northern Rhodesia are said to have

doubled in the past three years. In Kenya, where the civil populations of Nairobi and Mombasa have grown by a third since 1939, a recent report described how "unauthorized buildings of bamboo and tarred hessian spring up overnight in the larger towns on domestic, factory, and unoccupied plots." Though every effort is made to provide homes for Africans in housing estates at rents they can afford, most of them still have to go to African-owned lodging-houses. Even when all existing schemes in Nairobi are completed, 5,000 Africans there will still be without satisfactory accommodation.

656. In all of the larger towns, African housing estates are being built to cater for all wage-groups. They are usually arranged round a community centre and "village green" so as to form a complete neighbourhood unit. Rents are generally sub-economic.

657. A good sample is the estate being built at Naguru, Kampala. This will eventually cover 80 acres and provide some 800 residences. The first plot has now been completed, at a cost of about £8,500: it comprises blocks of one-, two-, three-, and four-room dwellings built of stabilized earth and arranged round communal shower-baths, laundry, water-points, and lavatories. Rents range from Sh.13 a month, plus Sh.2 water rate, to Sh.70 plus Sh.5 for the four-roomed dwelling. Another estate in Kampala will house 544 single labourers, and a 60-acre estate at Jinja will furnish homes for 2,000 single or 670 married men. A smaller estate has been built at Entebbe.

658. A Superintending Engineer (African Housing) was appointed to the Public Works Department of Uganda in 1948, and since the end of 1949 African housing has been the responsibility of an African Housing Committee under the Development Commissioner.

659. Municipal housing schemes were started in Kenya as long ago as 1927. Buildings are of stone and tile, and are planned as neighbourhood units of two to three thousand persons, each estate with its own clinic, shops, recreation centres, etc. On one Nairobi estate blocks of two-storey "flats" have been built; European firms are encouraged to take over whole blocks for the housing of their employees. Another scheme, initiated in 1948, will make use of sectional buildings to house 1,500 Africans. An estate of 500 plots has been laid out on which Africans can build their own houses on 40-year leases; while this is highly desirable from the sociological point of view, the cost is beyond the reach of the mass of African workmen.

660. African housing estates have been lately completed, or are nearing completion, in Nakuru and Kisumu. Temporary housing in Kitale is being replaced by houses built from locally made bricks.

661. Two African housing projects have lately been completed at Mombasa, one for housing municipal African staff, the other of 352 flats with ancillary buildings. A special problem in Mombasa is that of the many Africans—the number has been put as high as 30,000—who have built their houses on other men's land and are paying rent for the sites, a recognized proceeding under Moslem law. The sudden rise in site values has brought all these men under the shadow of eviction. An Ordinance was passed to protect them in 1947, prohibiting eviction without the consent of the Rent Control Board, and this Ordinance was renewed last year.

662. Financial assistance for municipal housing schemes in Kenya derives from the Housing Fund which draws on Colonial Development and Welfare funds. Free grants are made of up to half the cost of an approved scheme,

the balance being advanced as a loan at 3 per cent., repayable in 20 years. The Fund was established at £600,000, but has now virtually all been allocated. The advance from Colonial Development and Welfare funds, originally made as an interest-free loan, was converted in 1949 into a grant.

663. Several African housing schemes are in progress in Tanganyika. At Dar es Salaam the Government has built 136 houses on one estate for leasing to Africans, and a further 119, including shop premises, are under construction. (As an emergency measure a considerable number of houses of temporary construction have been put up, to be replaced in due course by permanent structures. Elsewhere in Dar es Salaam four areas, which will eventually provide well over 3,000 house plots, have been or are in process of being laid out for private house building, either by Africans or by employers wishing to provide houses for their employees; here too provision is made for open spaces and public buildings. At Tanga work is going ahead on an estate of 220 houses with public buildings.

664. The clearance scheme in Ng'ambo, the African quarter of Zanzibar town, is an unusual one. The first step was to clear a site on which some 30 houses were built as transit accommodation. Thereafter, as houses are condemned, their owners are housed in the transit area while new houses are built for them. The new buildings (in marked contrast to the old) are laid out according to a plan, not less than 10 feet apart, along roads by which deep drains lead off the storm water which frequently flooded the old houses of Ng'ambo during the rains. Two hundred and fifty houses have so far been built. The scheme was started with the aid of a Colonial Development and Welfare grant. When the new houses are handed over, they consist of no more than the bare walls and roof: the tenant is left to add such improvements as he will. Ng'ambo has an excellent community centre, with a restaurant and a clinic, arranged round an open green space. Zanzibar town as a whole is unusually generously endowed with playing fields, including a new football stadium.

665. The largest of all African housing schemes in size and scope is that of Northern Rhodesia, where £1,000,000 has been allotted for African housing estates in 16 major towns, and a further £500,000 for housing for African Civil servants in 39 different localities. The £1,000,000 scheme envisages the building, between 1948 and 1952, of 6,350 two- and three-room houses of ingenious and attractive design, with kitchen and lavatory. By building to standard plans and placing contracts for very large numbers, the cost has been kept down to about £160 a house, which includes the provision of central water points, ablutions, etc. Six hundred and thirty-four houses had been completed by the end of 1949, and a further 1,664 should be built by the end of 1950. The estates comprise public buildings, cinemas, sports grounds, etc.; shops in them will be let only to Africans.

666. The cost of these estates is to be converted into loans to the municipal authorities, repayable over 40 years and bearing interest at  $3\frac{1}{2}$  per cent. Rents are fixed by the local authorities, with the approval of the African Housing Department: the present approved figure is Sh.12 a month, which compares with an economic rent for the new houses of about Sh.17 a month or more. The difference, reduced by rent received from older houses, is borne by Government. The aim is progressively to raise rents to an economic level. The scheme for housing civil servants calls for the building of 2,485 houses between 1948 and 1952. Of these 83 had been completed by the end of 1949, and 1,100 should be erected during 1950.

667. African housing has not yet become such a serious problem in the urban areas of Nyasaland, since the towns themselves are fairly small and industry in them is still very limited. The Nyasaland Railways have constructed a new estate since the war at Mpingwe, near Limbe, on which over 400 brick houses have been built and about 100 more are planned: the estate includes a clinic, a co-operative store, and a large recreation centre, and room has been left for cultivation. The houses contain two rooms and a kitchen, with separate pit latrines.

668. Minimum standards have been laid down for building in urban areas in Somaliland. As an experiment, unskilled staff of the Public Health Department are erecting in Hargeisa specimen *galoos* houses on a pattern borrowed from the Anglo-Egyptian Sudan, in the hope that Somali will copy them: they are built of a mixture of sand and earth and plastered with a sand-and-dung plaster, and the cost, including labour, should not be more than £20 per house, or more if a cement floor is laid. Building time allowing for each course to dry out properly is about two months.

669. But Somaliland's major housing problem is that of the nomad Somali who carry their portable dwellings on their camels and, at certain seasons, erect them on the outskirts of the towns in crowded, unhygienic camps. The huts themselves, with their low entrances and lack of ventilation, are unhealthy, and the close lay-out of the camps creates a continual threat of fire and epidemics. The authorities are here up against a well-rooted tradition, and the best they can do is to confine the pitching of these portable houses to specified areas, and to provide public lavatories and incinerators there.

### Housing for Asians

670. Asian housing is a problem in the East African but not the Central African territories. The rapid rise in the Asian populations of Kampala, Nairobi, and Mombasa since the war has led to a serious shortage of Asian housing there. Among several extensive schemes, the Nairobi municipality has built blocks of flats for Asian occupation, as well as some houses for Asian artisans. All the East African Governments have given their attention to the housing of their Asian staff: 65 quarters for Asians in Kampala, and 35 in Jinja, were completed by the Public Works Department of Uganda by the end of 1949. There has been considerable building activity individually among the more wealthy Asians, but, particularly in Nairobi, it seems that the housing shortage must continue for several years yet.

### Maintenance of Law and Order

671. After the end of the war, most urban areas in the East and Central African territories reported a steady increase in crime, mainly of thefts, burglaries, and housebreaking. This trend was perhaps not surprising in view of the growth of urban populations. A good deal of the crime in towns is known to be the work of recidivists; a number of them are ex-askari, unsettled by war-time travel, contacts, and influences.

672. The task of checking this crime wave was made the harder by the general shortage of experienced police officers and men. But by 1948 the bringing of police forces up to strength, and in some cases the substantial increase in establishments, seem to have brought the upward trend in the number of offences under control.

673. In 1949 the Kenya Police took over the policing of the African areas, previously the responsibility of the local authorities. A new police training school was opened in 1948 at the former Italian evacuee camp near Nyeri.

### **Disturbances in Buganda**

674. In the early part of 1949 the police force of Uganda were called on to deal with an outbreak of rioting in Buganda, directed by the so-called Bataka political party and the Uganda African Farmers' Union against the Buganda Government. On the 25th April, a crowd of nearly 4,000 gathered outside the Lubiri—the official residence of the Kabaka—in defiance of the law which forbids assemblies of more than 500 without a permit. Their leaders brought a series of demands ranging from the election of chiefs to the right to sell their own crops directly instead of through the Government marketing organizations. Six delegates were permitted to see the Kabaka.

675. On the following day the crowd again collected: leaders made provocative speeches through loud-speakers, and soon rioting broke out and quickly spread. Arson and looting were widespread, being concentrated not against the British and Indians but against the traditional chiefs of Buganda and the officials of the Buganda Government.

676. In this emergency, as in the general strike and rioting with which they had had to deal in January, 1945, the police gave a good account of themselves, though the military had to be called in before the rioting was brought under control. The Commissioner appointed to enquire into the disorders found that, in their efforts to restore order, the police used no more force than was necessary, and that their behaviour was admirable. Eight deaths occurred during the riots, which lasted from the 26th to the 29th April.

677. The Uganda Government has now considerably strengthened its police forces. The Police Service Unit, created as a mobile force in 1942, was in 1949 more than doubled in African ranks, and the number of European officers is being substantially increased. A new dépôt has been established at Bombo, where the building of the necessary housing is proceeding satisfactorily. In addition to this reinforcement, a police reserve has been formed from reliable and efficient ex-members of the police force who can be called on in times of emergency. Six new police stations are to be built in the outskirts of Kampala, and approval has been given for the erection of 13 new stations to improve the policing of rural areas of Buganda and the Eastern Province.

### **Treatment of Offenders**

678. The more constructive methods of treating offenders are acquiring increasing importance in East and Central Africa; probation, extra-mural sentences, approved schools, and prison camps are all available to the courts in most of the East and Central African territories. The main problem with which administrations are faced is how to deal with the short-term first offender. There are still far too many persons being committed to prison who ought not to be sent there, but for whom adequate alternative treatment has yet to be devised; short-term sentences give the prison officer little chance while they expose the offender to the evil habits that are to be learnt in prison even when recidivists are segregated. But governments are experimenting with various measures to deal with the situation.

679. There has been a fairly general introduction of the probation system since the war. In Kenya the system is applied in the Central and Coast Provinces where there are three European probation officers and six African assistant probation officers. During 1948 639 cases were investigated, 220 were placed on probation and of these there were not more than 11 unsatisfactory cases. Between the introduction of the system in April, 1946, and the end of December, 1948, out of 557 probation orders only 20 were failures.



- A striking feature of this record is that adults constituted 80 per cent. of those placed on probation. It is intended to extend the system to the Rift Valley and Nyanza Provinces in due course. One European on secondment from the United Kingdom service and three African officers were appointed in Uganda in 1948 and started work. In Tanganyika a European officer has taken up duties during the last year and in Somaliland provision has been made for juvenile offenders to be placed on probation. A probation officer's post was created for the first time in Northern Rhodesia in 1948. In Nyasaland there is a cadre of 49 voluntary probation officers. Binding over has proved effective in appropriate cases, and there have been very few cases of persons bound over breaking their recognizances.

680. In Tanganyika experiments have been continuing with extra-mural sentences. Persons sentenced to imprisonment for less than six months may be released for employment by the Government departments on public work unconnected with the prison, e.g. quarrying, anti-malarial work, etc. They live at home and work out their sentence by unpaid labour. Over 2,500 persons were dealt with in this way. Adequate supervision is essential if the scheme is to work properly.

681. In Kenya the problem has been tackled by the establishment of detention camps separate from prisons, to which men are committed for a wide variety of minor offences. During 1948 there was a daily average of more than 2,000 in detention who were employed principally on the upkeep of Government stations and anti-malarial measures on behalf of the health authorities.

682. Notable features of prison administration have been continued efforts to improve the segregation of first offenders and recidivists, the development of vocational training through prison industries and the rebuilding by prison labour of old jails which have become overcrowded or inconveniently situated. The most successful measure of segregation, an example of one of the best features of prison administration, has been the establishment in most territories of prison camps where long-term first offenders are selected for reform. These "prisons without walls" where open conditions obtain and guards usually go unarmed were started experimentally before the war but have been developed more extensively since. Those at Kitale in Kenya, Kingolwira in Tanganyika and the new prison camps opened in Northern Rhodesia in 1947 are beginning to show encouraging results. For instance in Tanganyika nearly 3,000 prisoners have been discharged from Kingolwira since its inception and less than one per cent. have returned to prison. In Uganda there is one camp near Kampala where 350 long-term first offenders are kept under minimum security conditions and another camp is being opened in the Tororo district. In Zanzibar and Nyasaland there are similar institutions.

683. A description of Kingolwira prison illustrates the methods adopted. Here 1,000 prisoners of both sexes are accommodated within two separate prisons in an environment as nearly as possible comparable with their own; as much time as possible is spent on constructive employment. Prisoners work an eight-and-a-half hour day for five and a half days a week on the farms and in brick kilns and workshops, working parties being as many as sixty strong under a single unarmed guard. The régime is hard work so organized as to stimulate and improve the mental outlook of the prisoner with a view to his reabsorption into normal African life. All the prison buildings were erected by the prisoners themselves, and they produce a substantial surplus of foodstuffs from a large farm which will bring 4,000 acres under

cultivation within the next few years by the aid of mechanization, and where a veterinary instructor teaches prisoners the care of the prison cattle herd. Prisoners who qualify during their sentence as masons, bricklayers, carpenters, etc., are given a letter to Labour Officers in their area on discharge.

684. Steps are being taken to replace with new buildings the old and unsuitable buildings in which some of the local prisons are housed in Tanganyika, Kenya and Somaliland. Since the war prison administrations have had to deal with a most dangerous degree of overcrowding and it is greatly to the credit of prison officers that there has been so little trouble, although at the end of 1949 there was a riot in the Zomba jail resulting in fatal casualties.

685. Approved schools for persistent juvenile offenders are sited at Dagoretti and Kabete in Kenya, Tabora in Tanganyika and Chilwa in Nyasaland. In Uganda the Government has opened a new school. Most of these schools tend to conform to Borstal more than approved school conditions as they are known in the United Kingdom but the Tanganyika Government is considering the establishment of a separate Borstal institution. Hitherto there has not been a great need for approved schools, but it is unlikely that these happy conditions will continue for long and steps to provide additional schools will soon have to be considered.

### **Medical and Health Services : Preventive Medicine**

686. One of the recommendations of the Conference of Representatives of African Legislative Councils held in London in 1948 was for a shift in emphasis in medical and health services from the curative towards the preventive. In the past preventive medicine in eastern Africa has inevitably lagged, because the work of day-to-day treatment and of campaigns against specific diseases was as much as Medical Departments could undertake without considerable expansion, for which funds were not available. Today the need for curative services is still increasing, as the steadily rising figures of hospital attendances clearly show. It is moreover through these services that the confidence of the African is gained, without which the introduction of preventive measures is likely to be frustrated. A Medical Officer in Somaliland has spoken of the "terrific propaganda value" of surgery, and especially of eye surgery, since a surgical specialist was made available in the Protectorate. Preventive measures are only effective where confidence has been gained: they need the co-operation of the public. "Too many people", to quote the Director of Medical Services in Northern Rhodesia, "seem to think that uneducated people will drink clean water, eat proper food, and build suitable houses and latrines merely by being told to do so."

687. Health services are therefore being developed in the eastern African territories not to replace but to reinforce curative services. In countries where comparatively backward peoples are scattered over such large areas, the practical difficulties in the way of public health measures, except in towns, are enormous. As a necessary foundation, a wide range of research schemes and surveys has been launched: some of these are described in Chapter VI.

688. An interesting development is the setting up of a system of health centres in Kenya—the first two were opened in 1950. The system is built up round the out-patients departments of hospitals: chains of health centres are being developed out of existing dispensaries, and their activities will include not only treatment but also prevention and propaganda. Domiciliary treatment will be undertaken—an important step that may lead to considerable improvements in general living conditions: midwifery and health visiting are to be extended, and a study made of environmental hygiene. The work of

the health centres will be closely integrated with that of the Agricultural and Education Departments, for the whole problem of public health and especially of nutrition is closely linked with those of food production and general ignorance, and—again to quote Northern Rhodesia's Director of Medical Services—"what is needed in a combined operation against all the related problems".

689. Malnutrition is the shadow behind the whole health problem in Africa. Much has already been done to alleviate or prevent the severer cases of malnutrition, but the characteristics of a less acute state of undernourishment—impaired resistance to disease, reduced physical energy and working capacity, in particular—are still widespread and must in some measure hinder the agricultural and other development in Africa which offers the only permanent remedy to the problem. Primitive farming methods, which may have produced sufficient food in earlier times when land was plentiful, diminished the fertility of the soil and with it the supplies of food which could be secured for the increasing African population. Even where the food supply as a whole is not inadequate, malnutrition may be present because the staple foodstuff, such as the maize and cassava common in East Africa, lacks essential food elements which could be made up by a more varied diet. The improvement of nutrition depends, therefore, on the better use of land and on obtaining increased yields and a wider range of products from agriculture, livestock and fisheries. Schemes for economic development and hygiene measures and propaganda are weapons pitted against the poverty and the wide prevalence of infections like malaria and hookworm which exert so profound an influence on the extent of malnutrition in Africa.

690. As the African's purchasing power and the range of diet expand, general ignorance about food matters will increase in importance. Instruction is needed not only on the qualities and selection of foods but also on how they may best be prepared to conserve their nutritive value. Here a direct attack on the problem is now becoming possible through the initiation of hygiene and domestic science teaching in schools, and through Welfare Clinics, and special classes in cookery, infant feeding, and so on. Propaganda work among the general public has been undertaken in Uganda and Nyasaland through posters and practical demonstrations, and in Kenya through a nutrition film, press articles, and broadcasts.

691. During the past few years women Nutrition Officers have been working in Northern Rhodesia, Tanganyika, and for a shorter period in Uganda. They have been principally concerned in obtaining information on local diets and food habits, and in giving advice on institutional dietaries, etc. It is hoped that in the future such officers will also take part in educating nurses, school teachers and others in a position to pass on knowledge about nutrition to a wider public.

692. It was with the dual object of furthering the knowledge of food values and of training teams from the Government Departments most closely concerned in a practical attack on malnutrition that a month's Nutrition School was held at Makerere College in 1949 under the auspices of the Central Nutrition Organization; it was attended by inter-departmental teams from Kenya, Northern Rhodesia and Tanganyika. Later in the same year Kenya and Uganda were represented at the first Inter-African Conference on Food and Nutrition, at Dchang in the French Cameroons.

693. Wherever possible, steps are being taken to improve diets for expectant mothers, children, and manual workers. In Kenya a new series of ration scales for labourers was published in 1946, providing a more varied range of diets and a reduced dependence on maize as the staple

cereal. School meals or a milk drink are being provided where conditions permit: in Tanganyika many children in rural schools receive a mid-day meal, while in Kenya one-third of a pint of milk is given daily to all school-children in Nairobi and many in Mombasa. Elsewhere the provision of a meal or snack at school is beginning on an experimental basis. There is no doubt that the supplementation of home diets by measures of this kind, as well as by the milk and cod liver oil frequently given to needy mothers and infants coming to the Welfare Clinics, will in time have a wide educational influence in addition to the immediate effects upon health and proper growth.

694. A field in which great strides have been made since the war is maternity and child welfare. The question here is almost wholly one of obtaining the confidence of the people, and this has been achieved since the war to a gratifying degree. Uganda, for example, had 91,000 ante-natal attendances in 1948, compared with 38,000 ten years before; 18,000 institutional live births, compared with 6,000. The proportion of all pregnant women attending for ante-natal supervision was some two-thirds in 1948, against one-third in 1938, while the percentage of live births delivered in institutions rose in the same period from 6.1 per cent. to 14.6 per cent. It is noticeable, especially among Moslem peoples, that the availability of a woman doctor or European nurse causes an immediate increase in the number of mothers and mothers-to-be attending for treatment.

695. Vital to the expansion of health work is the training of African staff. Facilities for this have everywhere been improved. In Uganda, African health inspectors, dispensers, and nurses are trained at Mulago Hospital, Kampala; medical assistants are trained at Masaka and nursing orderlies at Masaka and Lira, while the ex-service resettlement centre at Mbale, where hygiene orderlies were for a time trained, has now been turned over to civilian use for the training both of hygiene orderlies and assistant health inspectors. A new training school is being built at Lilongwe, in Nyasaland, which will double the present output of African staff for rural health units and dispensaries by 1952. In Tanganyika the establishment of a School of Hygiene at Dar es Salaam is proposed. The Medical Training School in Nairobi has been considerably expanded.

### **Expansion of Medical Services**

696. The provision of additional hospital and other medical services originally foreseen in the territories' Development Plans has not been as rapidly as had been planned. Building programmes were held up for want of materials, and have in some cases been modified on financial grounds; and in any case there would have been little point in going ahead with building while the European staff recruitment position remained as unsatisfactory as it has been. Recruitment is now somewhat easier, and the next five years should see a considerable improvement in available hospital services. Tanganyika provides an extreme case of staff shortage. The establishment of British medical officers in the territory in 1949 was 58, of which posts 11 were unfilled: on the recommendation of the Chief Medical Officer to the Colonial Office the establishment is now to be approximately doubled.

697. In no territory does the provision of hospital beds yet reach the desirable minimum of one per thousand of the African population. In Uganda it is about one to 1,300; in Tanganyika as low as one to 1,800. (The figure for Great Britain is about six per thousand.) Among particular projects, the completion of the African section of the Group Hospital at Nairobi is impressive. The first block was finished in 1939 and used during

the war as a military hospital ; the new African medical block was opened in 1949, and the surgical block, which comprises a new operating theatre wing, in 1950. The scheme for a new hospital at Mulago, Kampala, has been replaced by a plan for expansion and improvement of the existing hospital ; a group hospital is planned for Jinja. Tanganyika has not yet begun its building programme, but it is proposed to build a new hospital in the immediate future to replace the unsatisfactory Sewa Haji Hospital in Dar es Salaam, and to rebuild some half a dozen of the provincial headquarters hospitals. Plans are in readiness for the rebuilding of Zanzibar hospital. In Somaliland an excellent new hospital was opened at Burao in 1949, and the larger hospital at Hargeisa is to be rebuilt. The Government of Northern Rhodesia is to build new hospitals at Kitwe to relieve the mining companies of work in connection with patients who are not their employees ; a new hospital is under construction at Broken Hill, and work has begun or will shortly begin on rural hospitals at Balovale, Fort Rosebery, Kawambwa, and either at Lundazi or at Namwala. A new hospital is almost completed at Choma and extensions are under way to the European hospital at Choma and the African hospital at Fort Jameson. A grouped hospital is to be built at Blantyre, Nyasaland.

698. Even with so much building in hand and in prospect, it seems inevitable that the hospital services will remain under severe pressure. With the continuing increase in populations (and in particular of urban populations) and improved transport facilities between rural areas and townships, the demand for treatment is sure to go on mounting—the more so since African confidence in modern medicine is steadily growing. In Kenya, for example, the hospitals dealt in 1945 with 117,600 in-patients and 654,000 out-patients ; in 1948, with 175,800 in-patients and 831,000 out-patients. Comparable figures in 1937 were 48,700 in-patients and 459,900 out-patients. Every territory from Somaliland to Northern Rhodesia has a similar tale to tell.

699. Clinics and maternity centres are provided by Governments, by missionary societies, and by such private interests as railway companies, mining companies, the larger estates, and so on ; those fulfilling the necessary qualifications receive Government grants in aid. Financial responsibility for these services in Uganda and in the African areas of Kenya and Tanganyika is being increasingly taken over by the local authorities. The expansion of work of this kind depends directly on the availability of staff, and Africans are being trained for it as rapidly as possible. Somaliland, with its special problems of nomadic peoples, is experimenting with Somali dressers mounted on camels, who follow the tribes on their migrations.

700. *Malaria* remains the most widespread disease in East and Central Africa. New drugs developed during the war, particularly mepacrine, are replacing quinine for treatment. Oiling is carried out in all towns, and the success of this and other anti-malarial measures is evident. The risk of infection is thought to have been virtually eliminated in the centre of Kampala, though the town lies in an area where malaria is as highly endemic as anywhere in Africa. Northern Rhodesia reports a notable decline in infection among Europeans and Africans in the mining towns, where the populations are much more closely controlled than in rural areas. The appointment in East Africa of an inter-territorial malariologist, and experiments-carried out on spraying African houses with residual insecticides, have been described in Chapter VI.

701. *Tuberculosis* is a disease of great importance in eastern Africa. Its true incidence is hard to assess in the absence of comprehensive, large-scale surveys, but present knowledge indicates that it is relatively more common in urban areas and among the migratory sections of the rural peoples. Sample surveys have recently been carried out in Kenya and Uganda, and control schemes are at present being worked out in Northern Rhodesia. The tuberculosis unit at Kibongoto, in Tanganyika, is a firmly established centre for treatment and research. The possibility of the protection of certain vulnerable groups by B.C.G. vaccination is under active consideration. Some striking results in surgical tuberculosis cases have been recorded at Nairobi's rehabilitation centre, which was opened during the war.

702. *Sleeping sickness* is present throughout eastern Africa, except in Somaliland. Northern Rhodesia has been fighting an outbreak in the Feira area, on the south-east border, for the past two years: a team of two Medical Inspectors with African staff are working there under the direction of a Medical Officer stationed in Lusaka. A temporary hospital and dispensary have been built, and the Game and Tsetse Control Department are carrying out anti-tsetse measures in the area. Intensive measures for and research into the control of the tsetse-fly should eventually reduce the risk of infection.

703. *Pneumonia* is very widespread among Africans, and the mortality rate from it is still high. Mortality has however been substantially reduced, and the period of convalescence shortened, by the use of the sulphonamide drugs; the problem now, as with so many other sicknesses, is to catch the infection at an early enough stage.

704. *Leprosy*.—A survey of the East African territories by Dr. Ross Innes, the inter-territorial leprologist, revealed an incidence considerably higher than had been supposed. In Uganda, where it was highest, the average infection rate among 14,000 persons examined was about 5 per cent.; in Kenya the incidence was one per thousand in the drier area, rising to 30 per thousand in the more humid Nyanza Province. In Northern Rhodesia a leprosy parish has been started, where the patients will live a normal life while receiving regular treatment; others are planned. The new drug sulphathione has brought about some remarkable cures, and there is reason to believe that avlosulphone may be even more effective.

705. Northern Rhodesia, Uganda, and Tanganyika all propose to add leprologists to the staff of their Medical Departments when they can be recruited.

706. *Venereal diseases* are second only to malaria as a cause of ill-health in eastern Africa. The incidence has grown greatly during and since the war, and in one district of Northern Rhodesia was found to be as high as 20 per cent. of the whole population. Fundamentally, venereal disease is a social rather than a medical problem, linked with the breaking up of tribes, the migration of Africans to towns, and the spread of prostitution. The doctors have a virtually complete answer in the sulphonamides and penicillin; what they have not got is the means to induce infected persons to attend for treatment and, no less important, to continue treatment after the symptoms have disappeared. Here the co-operation of African local authorities can be of great help. In a successful campaign carried out in the Namwala district of Northern Rhodesia the population was compelled by the Native Authority to attend for examination and to re-attend for full treatment where necessary: the percentage of defaulters was less than 3 per cent. The difficulty of persuading women to attend for treatment has been overcome to

some extent in Hargeisa by the opening of a special clinic for women, at which a woman doctor gives treatment; attendances (twice a week) have been as high as 40. A Medical Officer from Uganda has visited Trinidad to discuss the problem with the expert attached to the Caribbean Commission.

707. *Yaws* in florid form has become comparatively uncommon in all territories. Campaigns have been carried out in a number of areas.

708. *Relapsing fever* occurs throughout East and Central Africa. The spraying of huts with gammexane could ultimately eliminate this disease by destroying the vector, the ornithodoros tick. Meanwhile the incidence remains fairly high in certain foci, particularly along routes of travel used by Africans—for example the roads used by migrant labour to and from Uganda, Tanganyika, and Nyasaland. Attention is being given to the disinfection of rest-houses along such routes. The laying down of cement floors in houses and public buildings will be a useful step towards the control of this tick. A study of the bionomics of ticks is being made in Kenya by Dr. G. Walton, on behalf of the Medical Research Council.

709. *Worm infestations* are common in all comparatively well watered parts of the region. Bilharzia is a problem in Central Africa and parts of Uganda, and hookworm in every territory. In the long run worm infestations will be best combated by general hygiene propaganda and proper measures of sanitation.

710. *Onchocerciasis* seems to have been virtually wiped out in certain areas of Kenya by attacking the carrier, simulium, with emulsions of gammexane introduced into the water of the rivers in which it breeds. Investigations are now being undertaken in the Jinja area of Uganda, where simulium is common.

711. *Cerebro-spinal meningitis* appears to have increased during the past 20 years, and is endemic throughout the region, with sporadic outbreaks. A big outbreak in the north of Uganda in 1947 has now died down. In the same year an epidemic started in Burao in Somaliland. Treatment with sulphonamides is effective.

712. The verification of *silicosis* contracted in the Northern Rhodesian copper mines led to the formation in 1943 of the Silicosis Medical Bureau, the whole cost of which is borne by Government. The Bureau has carried out a survey of European underground workers, and has examined all Africans prior to engagement and in whom a suspicion of the development of pulmonary disease is found. During 1948 29 mineworkers were certified to be suffering from silicosis, 20 from tuberculosis, and two from silicosis with tuberculosis. Of the 29 suffering from silicosis alone, 12 were persons whose only known exposure to the risk of silicosis was in the Northern Rhodesian copper mines. The Silicosis Medical Bureau building which was opened in 1949, has been described as the most modern of its kind in the world.

713. An interesting development was the formation in 1948 of voluntary blood donor groups among Africans at Zomba and Kampala. It will be realized that, viewed against the background of the traditions and prejudices of the African community, this is a very encouraging step.

### Labour

714. Post-war development plans and the intensive building and construction programmes which have formed the essential preliminary to them have directed attention to labour questions. Territorial Labour Departments have been greatly strengthened: that in Uganda, for example, has grown from a pre-war establishment of two officers, one of whom was an African, to a total

staff of 26 officers, including 13 African labour inspectors. Only in Somaliland and in Zanzibar are there still no Labour Departments: in the former the only substantial employer is the Public Works Department, while in the latter advice on labour questions is given by a committee under the Senior Commissioner. An important paper, "Labour Conditions in East Africa," was published in 1946 as Colonial No. 193.

715. It is a seeming paradox that, in countries whose populations are increasing so rapidly, where the towns are overcrowded and the rural tribes are asking for more land for their sons to cultivate, employers should still complain of a shortage of labour. It is easy to understand that there should be difficulty in obtaining skilled and semi-skilled operatives: the Africans are only beginning to reach this stage in substantial numbers, though great emphasis is placed on the provision of trade schools and apprenticeship schemes. But the scarcity of general unskilled labour is a much more fundamental problem, and the root of it lies in the low standard of efficiency of the African worker.

716. The majority of Africans do not accept continuous work as a necessary part of their lives. Most African workers—labourers, that is, as opposed to office workers and domestic servants—take jobs only for as long as it takes them to earn the money to pay their taxes, or to buy something that they need, after which they return to the plots in the country which their wives have been cultivating in their absence. Africans in general do not like working for set hours, but prefer task work; and post-war competition for labour has unfortunately resulted in the setting of smaller and smaller tasks. The difficulty has been to find an incentive that appeals to the African. Increased wages might have provided it, had it not been for the world shortage of consumer goods which has much reduced the effect of increased purchasing power, and for the lack of African houses in furnishing which the workman might have been expected to spend a good part of an increased wage. But, with too few goods on the market, the only effect of raising rates of pay has been a tendency to reduce the time for which the African remains at work, since he can achieve his target more quickly. Wages themselves have increased considerably, following the very substantial rise in the cost of living; but, since it is general practice for employers to provide their workpeople with food, and, on estates, with housing as well, this increase has fallen on employers as much as on employees.

717. A problem that will have to be faced sooner or later in all the larger territories is that of creating a permanent urban population engaged in industry. The kind of industrial developments that can be foreseen for example in Kenya or in the Jinja area of Uganda will scarcely thrive on a labour force of occasional target workers. Operatives will be needed who can acquire a degree of skill in their job, and who will remain in the same work for many years earning promotion as their skill increases. This is the community that will absorb those who, as has long been foreseen, will sooner or later have to abandon the land.

### **Sources of Unskilled Labour**

718. Labour exchanges have been opened in most territories primarily for the benefit of ex-service men. In Northern Rhodesia the wartime African Farm Labour Corps has been reconstituted as a civilian organization of volunteers, and its present strength is about 1,300: squads can be hired for special work by farmers, who find them invaluable in a country which, there is little doubt, has reached the limit of its labour resources under present conditions.



719. There is a constant small-scale interchange of African workers between neighbouring territories, but the main streams with which British East and Central Africa are concerned are those from the Belgian-administered territory of Ruanda Urundi into Uganda and into Tanganyika, and from Nyasaland into Southern Rhodesia and the Rand.

720. The seasonal flow of workers into Uganda is estimated at a little under 100,000 men, women, and children annually. The majority of them follow established routes, along which camps have been put up for their reception; there they are issued with rations and can be medically examined. Plans have also been prepared for the establishment of a series of smaller intermediate camps, each a day's journey apart; but they have not yet been built, owing to uncertainty about the immigrants' future routes, and to the increasing use made of motor transport. It has now been decided that these camps will consist of portable aluminium huts which can be moved as circumstances dictate. This close supervision is important to check the spread of disease, and in particular of the tick which spreads relapsing fever. In 1947 a single recruiting agency for the immigrants was set up under the guidance of the Labour Commissioner, in place of the two formerly run in competition by the two leading sugar interests. Six-monthly contracts are given, to include free housing, food, and medical attention.

721. The recruiting of workers from Ruanda Urundi for work on the Tanganyika sisal estates is carried out by the Tanganyika Sisal Growers' Association Labour Bureau, under an agreement made with the Belgian authorities. Workers are given three-year contracts, and it is a condition that they may take their wives and children with them: the average number of dependents accompanying them works out at about 150 per cent. of the labour force. Road transport is provided across Tanganyika.

722. The Africans of Nyasaland are in general enterprising, and emigration, besides satisfying their desire for adventure, gives them an opportunity to earn much higher wages than they could at home and to acquire new skill and experience. Unfortunately it also means that the Protectorate is drained of some of the best of its African manpower and it involves hardship for dependents left at home and often a breaking down of the marriage tie. The extent of seasonal migration has grown so large—absentees in 1948 were estimated to number 140,000—that the Native Labour (Recruiting Permit) Rules had to be amended in 1948 to create a close season for emigration between November and February, in order to ensure that due attention is given to the planting of crops both for food and for export. In 1949, owing to the exceptional conditions created by the drought, emigration was restricted by the prohibition of recruitment in the Southern and Central Provinces one month before the annual "close season", and by the issue of identity certificates and travel permits only to those African applicants who had fulfilled their legal obligations to provide for their families and also their obligations to their Native Authorities by carrying out all orders made for the planting of foodstuffs.

723. A form of control over migration covering both Nyasaland and Northern Rhodesia was initiated as long ago as 1937. In 1947 an agreement was signed between the three Central African Governments laying down safeguards which include control of emigration, provision for repatriation after an agreed period, compulsory schemes for deferred payments and family remittances, medical examination of all migrants, free transport, food, and shelter on the road, legislation to ensure satisfactory living standards at the migrants' place of work, and provision for inspection of working places.

A Standing Committee of the Central African Council was set up to supervise the carrying out of the agreement, which came into force at the beginning of 1949. Both Nyasaland and Northern Rhodesia maintain Labour Officers at Salisbury, Southern Rhodesia, and the two Governments share the services of a Labour Officer at Johannesburg.

### **Conditions of Employment**

724. Wage rates have risen throughout the territories. It has been pointed out that a considerable part of the rise in the African's cost of living is in fact borne by his employer through the provision of food and often of housing ; this is not always understood by the African.

725. All African civil servants on monthly rates benefited from the new scales brought in on the recommendations of the two Salaries Commissions, published in 1949, and the largest employers, such as railway managements and mining companies, have all granted increases. The wages of domestic servants have gone up everywhere, and the tendency is to employ fewer. Legislation on minimum wages and conditions of employment have been passed in every territory.

726. Workmen's compensation legislation has been introduced or modified in all the territories since the war, on the lines of a model ordinance recommended by the Secretary of State. The Ordinances passed in most of the territories in 1946 have since been amended so as to achieve a considerable degree of uniformity throughout the region. Machinery for dealing with trades disputes has been set up by the passing in 1948 by all the territories except Somaliland of Trades Disputes (Arbitration and Enquiry) Ordinances, also based on a model ordinance submitted by the Secretary of State's Legal Advisers. The conciliation machinery set up in Northern Rhodesia has some novel features: to obtain the protection of the Trades Union legislation, disputes must be reported to the Labour Department by the employers or unions before any strike or lock-out, and on receipt of the report the Government must appoint a conciliator within seven days, who in turn must meet the parties within seven days ; failing which, that part of the Ordinance relating to picketing, etc., and including the prohibition of action for tort, becomes non-operative.

727. The conventions of the International Labour Organization ratified by His Majesty's Government have been applied with only minor modifications in the East and Central African territories. They cover a wide range of labour law, including the recruitment of indigenous workers, forced labour, penal sanctions for breach of labour contracts, admission of children into industrial employment, night work by women and young persons, creation of minimum wage-fixing machinery, freedom of association, factory inspection, written contracts of employment, etc. Certain small reservations have been made in the application of the Convention on penal sanctions ; the general principle has been adopted that they should remain in law where, by the act or omission of a servant, his employer is involved in loss or damage to his property. Desertion as an offence is now restricted to cases where the employee has deserted from a contract of service or where, on a verbal contract, he has deserted while still owing his employer money in respect of a recoverable advance ; in Uganda, penal sanctions against desertion have been completely removed.

### **Trade Unions**

728. The trade union movement among Africans in eastern Africa is virtually a post-war growth. Uganda, Kenya, Tanganyika, and Northern Rhodesia have appointed Labour Officers with long experience of trade union

administration, to make the development of the new unions their particular care, and to make sure that the growth of trade unions among Africans took the right lines. There can be no doubt as to the value of these officers, who seem generally to have won the confidence of the African workers to a gratifying degree.

729. The number of unions registered is still very small, and care is exercised to ensure that none is registered until it is capable of operating on proper lines. In Uganda, for instance, the number of unions on the register has been reduced from four to two by striking off two which were not properly organized ; of the two remaining, one is an organization of employers. Under a dozen African and Asian unions are registered in Kenya ; their membership is small, but some are beginning to show increased activity. There are seven unions registered in Tanganyika, but they are not effective. In Zanzibar, where the duties of the registrar are carried out by the Director of Welfare, there are four small unions, but none has so far been registered in Tanganyika or Somaliland.

730. In Northern Rhodesia there are three European unions and four African. Of the latter by far the largest is the African Mineworkers' Union, formed in 1949 by the merger of separate unions at the four copper mines, and with a book strength of some 19,000. This organization has already obtained by the conciliation machinery recently set up a substantial wage increase for its members. Registration of trade unions in Northern Rhodesia is voluntary, but notification must be given when they are formed. Employers in Northern Rhodesia have on their side realized the desirability of organization: the Chambers of Commerce have been expanded to include industry, and are now known as the Associated Chambers of Commerce and Industry. A special department conducts all negotiations with trades unions. The copper mines have their own machinery for negotiation, through the Chamber of Mines.

### **Industrial Disputes**

731. The number of serious industrial disturbances that has occurred in eastern Africa since the war has not been unduly high. Northern Rhodesia has been most affected, mainly by strikes of European workers. Production in the copper mines was held up for six weeks in 1946. In May of that year the union asked for higher wages for European artisans: their claim was refused, and they in turn rejected the companies' counter-proposals for a general wage adjustment. Conciliation proceedings arranged by the Government failed, and in July the artisans went on strike. In August the Secretary of State offered to arrange for arbitration: this was at first refused by the union, and when the companies announced that they would be compelled to place the mines on a care and maintenance basis a general strike of all daily-paid workers was called. African workers did not strike, and alternative work was found for them throughout the period of the dispute. Arbitration was eventually agreed to under Sir Charles Doughty, K.C., who subsequently acted as arbitrator in a dispute over revised rates for contract miners. A strike of African employees on the Rhodesia Railways in 1945 spread to Northern Rhodesia from Southern Rhodesia: the Governor appointed a Commission of Enquiry, and substantial wage increases were awarded. In 1948 there was a short but widespread strike of African employees of the Broken Hill mine, and in 1949 some Europeans at the same mine struck over revised bonus rates and were out for three weeks.

732. The strikes and rioting which took place in Uganda in January, 1945, had a political origin and are not properly included under industrial disputes. A serious strike of railway and dock workers at Mombasa in January, 1947, lasted some ten days: investigation proved that the workers' grievances over living conditions were well founded, and that regulations for their maintenance were not being observed; the grounds of their complaint were remedied. Tanganyika had a dock strike in 1947 at Dar es Salaam, and another early in 1950; the workers returned on the promise that their complaints would be investigated. The general strike in Zanzibar in 1948 spread from the docks, where workers were dissatisfied with increased wages recently awarded them. The strike lasted several weeks, and was then settled by an increase in wages.

### **Demobilization and Resettlement**

733. There was considerable speculation at the end of the war as to the influence of returning soldiers on the African population. Would they use their new standards of hygiene and housing and diet, their acquaintance with distant lands and different peoples, the technical skills they had acquired, to the benefit of the communities they lived among? Would they on the other hand become centres of discontent? In the event it was surprising how the majority of them went back to their homes almost as if they had never left them. Some of their training stuck; a considerable number built better houses or took an interest in local administration, but they were not typical. The number who took advantage of the Governments' schemes for "on training" was smaller than had been hoped, but the output of artisans, tradesmen, teachers, clerks, and other workers from the training schemes was of permanent value to the territories out of all proportion to its size.

734. A total of 350,000 Africans from East and Central Africa were enlisted into the armed forces during the war. Not all that number were serving at any one time, and the strength of the East African forces on the 1st May, 1945, was 228,000. By the end of 1947 two-thirds of all men enlisted had returned to their homes, and by November, 1948, demobilization of Africans, Asians, and Europeans was complete. The plans for the release and rehabilitation of service men were comprehensive and were worked out, and great credit is due to the responsible departments in every territory for their smooth and efficient working.

735. An inter-territorial East African Directorate of Demobilization was set up at Nairobi in 1945 to put into effect the Governments' agreed policy on demobilization, rehabilitation, and training of ex-service men. Its functions were to facilitate the smooth flow of ex-service men and women of all races back to civil life; to ensure that every individual suffering from sickness or injury attributable to military service was rehabilitated to the maximum extent; and to assist, advise, and give direction to all territories on the training of ex-service men for civil employment, a service which included the obtaining of fixed assets and stores necessary for territorial training centres.

736. All the major territories opened centres for training ex-askari. The training centre for artisans opened at Mpemba in Nyasaland was closed within a few years owing to lack of support, though a tanning and cobbling centre is fairly popular. The centre opened in Northern Rhodesia for training ex-soldiers as carpenters and bricklayers proved of considerable value. In Kenya the three training centres established had trained no fewer than 4,000 ex-service men by the end of 1948, some as masons, smiths, carpenters, tailors, mechanics, and fitters, others as teachers, agricultural instructors,

health and hygiene assistants, social welfare workers and so on. In Uganda three agricultural centres giving short courses were opened in 1945 and closed in 1947; the medical training centres opened at Lira, Masaka, and Mbale were later taken over by the Medical Department. Six village centres were opened giving instruction in simple crafts, and two higher training centres giving technical training: these were taken over by the Public Works Department in 1948. Of the two centres opened in Tanganyika, that for clerical and teachers' courses near Morogoro was taken over by the Education Department in 1947 for lack of suitable candidates of the type for which it was designed; the other, which gives technical training and is sited at Dar es Salaam, flourished exceedingly, and has been made a permanent institution under the Development Plan.

737. A Rehabilitation Centre was established at Nairobi, at which every service man suffering from sickness or injury was rehabilitated to the maximum possible extent prior to discharge. Artificial limbs and appliances were supplied at this centre to those from any of the East African territories who needed them. With the completion of demobilization the Rehabilitation Centre has turned its attention to civil patients.

738. A grant of £250,000 was made by His Majesty's Government towards the costs of demobilization, rehabilitation, and reabsorption.

# AREA AND CIVIL POPULATION OF KENYA, UGANDA, TANGANYIKA AND ZANZIBAR AS AT THE LAST CENSUS

†(Excluding Polish Refugees in Camps and persons in Transit)

Territory	Area (square miles)		Census Date	European	Indian and Pakistani	Goan	Arab	Coloured	Other non- African	Total non- African	African	Total All Races
	Land	Water										
Kenya ...	219,730	5,230	<div>Non- African 25.2.1948 African 23.8.1948</div>	29,660	90,528	7,159	24,174	964	2,361	154,846	5,218,232	5,373,078
Uganda ...	80,308	13,680		3,448	33,767	1,448	1,475	643	184	40,965	4,914,211	4,955,176
Tanganyika ...	342,706	19,982		10,648	44,248	2,006	11,074	1,335	849	70,160	7,332,539	7,402,699
Zanzibar and Pemba ...	1,020	—	25.2.1948	296	15,211	631	44,560	—	3,439 <sup>(1)</sup>	64,187	199,975	264,162

NOTE:—(1) This figure includes 3,267 Comorians.

# AREA AND POPULATION OF NYASALAND AND NORTHERN RHODESIA AS AT THE LAST CENSUS (Excluding Polish Refugees in Camps)

Territory	Area (square miles)		Census Date	European	Asian	Coloured	Total non-African	African	Total All Races
	Land	Water							
Northern Rhodesia...	282,323	8,000	15.10.1946 Non-African 29.4.1945 African (March/July) 1945	18,726	1,117	804	20,647	1,660,000 <sup>(1)</sup>	1,681,000 <sup>(2)</sup>
Nyasaland ...	36,829	10,575		1,948	2,804	455	5,207	2,044,707	2,049,914

NOTES:—(1) This figure is an estimate; only the Africans in employment (included in this figure) were enumerated.

(2) In view of (1) this figure has been rounded.

# APPENDIX II

## TOTAL PUBLIC REVENUE AND TOTAL PUBLIC EXPENDITURE

Territory	1939		1945		1946		1947		1948		1949	
	Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure
Somaliland Protectorate ...	169	262	523	588	519	713	681	681	459	504	1,228	1,228
Kenya ...	3,812	3,808	8,034	7,816	9,057	8,795	9,877	9,024	11,412	10,967	11,019	9,419
Uganda ...	1,718	2,740	3,366	3,210	4,053	3,574	5,331	4,474	6,351	6,514	7,658	6,305
Tanganyika ...	2,133	2,394	4,768	4,773	5,147	5,142	5,777	5,665	6,965	6,382	7,355	6,905
Zanzibar and Pemba ...	499	452	629	648	795	750	746	878	901	938	991	1,129
Northern Rhodesia ...	1,674	1,382	3,434	2,543	3,362	2,899	4,534	4,534	6,716	6,208	10,226	10,491
Nyasaland ...	817	806	1,916	1,771	1,287	1,137	1,631	1,376	2,049	2,105	2,732	2,739

NOTES: 1. Figures include amounts shown under Colonial Development and Welfare, and Grants-in-Aid.

2. Figures refer to calendar years except for the following:—

Somaliland Protectorate: 1st July to 30th June for the years 1945 to 1947 (i.e., 1st July, 1945 to 30th June, 1946, for the year 1945); 1st July, 1948 to 31st March, 1949 only, for the year 1948; and 1st April, 1949 to 31st March, 1950 for the year 1949.

3. In 1949 all figures are estimates.

4. Kenya: The East Africa Joint Services are included in Revenue and Expenditure for all years.

5. Tanganyika: Revenue and Expenditure for the years 1947 to 1949 exclude the Development Plan Account.

# APPENDIX III

## KENYA: MAIN IMPORTS AND EXPORTS BY VALUE (excluding bullion and specie)

£000

	IMPORTS FOR HOME CONSUMPTION						DOMESTIC EXPORTS				
	1938	1939	1946	1947	1948		1938	1939	1946	1947	1948
	4,436	4,650	12,802	19,864	27,122		3,316	3,568	6,825	9,437	11,132
TOTAL IMPORTS FOR HOME CONSUMPTION ... ..							TOTAL DOMESTIC EXPORTS				
Iron and Steel manufactures	371	322	970	1,792	1,063		Tea	501	534	907	642
Cotton piece goods ... ..	278	259	1,874	2,728	3,539		Coffee, raw ... ..	768	940	1,298	2,001
Other textiles ... ..	221	195	1,233	1,194	890		Sisal, fibre and tow	436	859	1,361	2,366
Motor cars and parts ... ..	244	202	371	1,021	1,808		Maize	259	156	672	177
Lorries, tractors, other vehicles and parts ... ..	401	662	583	1,355	2,150		Hides and skins ... ..	187	394	682	926
Fuel oil, motor spirit, etc. ... ..	145	162	667	1,095	1,508		Pyrethrum ... ..	180	1,156	272	189
Industrial machinery ... ..	160	63	298	331	1,515		Sodium carbonate	132	426	572	958
Paper and manufactures ... ..	105	98	328	519	615		Wattle bark and extract	114	332	446	692
Coal ... ..	137	139	485	583	488		Cotton, raw	104	124	99	97
Tobacco, manufactured	102	79	90	94	133		Butter	86	154	274	225
Tin, bar, plate, sheet	84	73	(a)	(a)	(a)		Sugar	74	17	39	33
Electrical goods and apparatus	121	88	228	427	1,038(b)						
Jute goods ... ..	64	100	325	520	582						
Agricultural and other machinery ... ..	193	137	603	1,102	1,093						

(a) Not separately enumerated.

(b) Includes electrical machinery.



# KENYA: MAIN IMPORTS AND EXPORTS BY QUANTITY

	IMPORTS						EXPORTS				
	1938	1939	1946	1947	1948		1938	1939	1946	1947	1948
Cotton piece goods th. lin. yds	20,245	21,832	24,976	29,625	33,715 <sup>(a)</sup>	Coffee, raw...	342	338	192	212	286
Fuel oil, motor spirit, etc.	15,577	11,683	28,062	31,965	42,252	Tea ...	84	89	80	86	53
th. gals.						Sisal fibre and tow th. tons	28	29	24	24	31
Industrial machinery tons	1,633	182	1,443	1,404	<sup>(b)</sup>	Skins ...	1,371	1,358	1,684	2,446	—
Motor cars ...	1,135	809	916	2,246	4,038	Hides ...	49	41	34	42	79 <sup>(c)</sup>
Paper and manufactures cwts.	6,405	6,061	33,599	39,534	32,485	Sodium carbonate th. tons	29	41	78	99	108
Coal ...	121	125	163	180	136						

(a) th. sq. yards in 1948.

(b) Not separately enumerated.

(c) Includes skins.

## UGANDA: MAIN IMPORTS AND EXPORTS BY VALUE (excluding bullion and specie)

£000

	IMPORTS FOR HOME CONSUMPTION						DOMESTIC EXPORTS				
	1938	1939	1946	1947	1948		1938	1939	1946	1947	1948
TOTAL IMPORTS FOR HOME CONSUMPTION ... ..	2,359	1,912	5,158	6,684	9,271	TOTAL DOMESTIC EXPORTS	4,524	3,849	9,640	11,438	14,458
Cotton piece goods ... ..	388	346	1,654	1,885	2,678	Cotton, raw	3,428	2,656	5,620	7,119	7,458
Iron and steel manufactures	230	168	212	431	471	Coffee, hulled	328	437	1,767	1,536	3,193
Vehicles and parts ... ..	201	120	318	560	716	Cotton seed	307	217	105	65	9
Petroleum products ... ..	174	147	235	289	325	Sugar	119	130	201	407	758
Cycles and parts ... ..	106	63	57	192	201	Tin ore	71	70	53	40	103
Industrial machinery	86	57	146	273	662	Hides	66	66	94	266	269
Artificial silk piece goods	72	54	61	87	120	Tobacco and cigarettes	55	51	787	738	855
Jute bags and sacks ... ..	54	75	134	239	276	Sisal, fibre and tow	27	30	39	34	91
Stationery and paper manufactures	53	49	191	212	185						
Apparel ... ..	68	44	131	173	147						
Cement .. ..	39	26	59	66	127						

## MAIN IMPORTS AND EXPORTS BY QUANTITY

	IMPORTS						EXPORTS				
	1938	1939	1946	1947	1948		1938	1939	1946	1947	1948
Cotton piece goods	31,085	30,312	24,773	22,172	(b) 27,744	Cotton, raw	72	59	39	45	31
Petroleum products	5,559	5,467	8,149	9,161	8,576	Coffee, hulled	280	342	610	414	739
Jute bags and sacks	223	233	195	272	210	Sugar ...	225	237	191	385	622
Iron and steel manufactures	7,025	5,147	3,500	5,870	8,502	Cotton seed	123	85	23	10	1
(a) tons	13,310	9,347	8,602	9,481	16,129	Tin ore ...	511	491	296	189	283
Cement ...						Tobacco and cigarettes	716	791	2,494	1,988	2,058
th. lin. yds.						th. lbs.					
th. gals.						th. cwts.					
th. doz.						th. tons					
...						...					

(a) Excludes tonnage of "Other Iron and Steel manufactures" shown in Trade reports by value only.

(b) Thousands of square yards in 1948.

# APPENDIX V

## KENYA AND UGANDA: IMPORTS AND EXPORTS, DISTINGUISHING THE PRINCIPAL COUNTRIES OF ORIGIN AND DESTINATION (excluding bullion and specie)

£000

	1938		1939		1946		1947		1948	
	Imports	Exports	Imports	Exports	Imports	Exports	Imports	Exports	Imports	Exports
TOTAL ... ..	8,802	9,898	8,659	9,545	21,756	20,269	31,143	26,358	44,568	33,801
Of which:										
United Kingdom ...	3,671	2,267	3,560	2,296	8,485	5,361	12,256	5,385	22,915	9,032
Tanganyika ...	665	1,267	842	1,184	1,337	2,815	1,986	3,663	6,571	5,530
India ...	398	3,021	485	1,817	3,560	4,401	3,273	7,449	3,211	6,212
Canada ...	113	347	138	323	371	179	747	527	858	726
Japan ...	1,046	312	929	883	—	—	225	—	494	32
U.S.A. ...	872	541	779	733	2,786	1,551	4,670	1,003	2,995	1,409
Germany ...	429	94	315	92	5	—	2	—	35	20
Belgo-Lux E.U. ...	185	210	245	106	355	41	1,141	168	1,064	172
Union of South Africa ...	147	188	207	288	1,542	1,498	1,656	1,363	1,872	1,655
Persia ...	470	—	273	—	1,246	14	1,719	53	2,461	55
Countries specified above as percentage of Total	90·8	83·3	89·4	80·9	90·5	78·2	88·9	74·4	95·3	73·5

# APPENDIX VI

## TANGANYIKA: MAIN IMPORTS AND EXPORTS BY VALUE (excluding bullion and specie)

£000

	IMPORTS FOR HOME CONSUMPTION						DOMESTIC EXPORTS				
	1938	1939	1946	1947	1948		1938	1939	1946	1947	1948
TOTAL IMPORTS FOR HOME CONSUMPTION ... ..	3,106	2,719	7,716	13,292	21,916	TOTAL DOMESTIC EXPORTS	3,118	3,284	8,458	10,736	15,728
Cotton piece goods ... ..	498	519	1,650	2,214	3,574	Sisal, hemp and tow ...	1,425	1,223	3,916	5,469	8,930
Textile manufactures including jute bags and sacks ...	127	162	483	817	473	Cotton, raw ... ..	380	557	376	783	1,328
Apparel ... ..	93	95	185	288	285	Hides and skins ... ..	202	228	302	521	464
Machinery (excluding Electrical) ... ..	303	164	401	774	2,464	Wood and timber (excluding mangrove poles) ...	19	19	111	195	129
Iron and steel manufactures ... ..	180	147	290	797	2,489	Seeds, nuts and vegetable oils ... ..	156	170	107	198	255
Cement ... ..	64	46	101	229	423	Beeswax ... ..	55	43	190	131	261
Vehicles, all kinds ... ..	274	217	390	2,761	3,915	Diamonds ... ..	4	13	982	630	1,040
Kerosene and motor spirit ... ..	233	187	311	448	704	Crude papain ... ..	—	2	186	306	195
Other oils, fats, wax and grease manufactures ...	84	85	208	341	392	Rice ... ..	91	104	1	56	153
Drugs and chemicals ... ..	76	75	222	112	300	Other grain and pulse ...	21	58	25	321	211
Tobacco, manufactured ... ..	105	101	607	606	744	Coffee ... ..	386	466	676	977	897
Ale, beer, wines and spirits...	64	58	113	155	240	Tobacco ... ..	24	27	98	85	249

# TANGANYIKA: MAIN IMPORTS AND EXPORTS BY QUANTITY

	IMPORTS						EXPORTS				
	1938	1939	1946	1947	1948		1938	1939	1946	1947	1948
Cotton piece goods th. sq. yds.	35,722	43,601	28,516	30,151	37,914	Sisal, hemp and tow th. tons	101	93	112	96	117
Iron and steel manufactures tons	7,375	6,148	5,969	17,837	44,308	Cotton, raw Centals	198,705	260,590	88,664	157,807	221,606
Cement .... tons	23,274	15,797	16,130	32,640	50,369	Seeds, nuts and vegetable oils ... tons	22,614	23,737	8,204	10,674	10,499
Tobacco, manufactured th. lbs.	670	641	723	752	835	Coffee ... tons	13,730	16,599	10,021	13,858	11,259
Kerosene and motor spirit th. gals.	4,659	5,259	8,048	10,884	13,820	Rice ... tons	8,196	9,901	70	2,615	6,450
Ale, beer, wine and spirits gals.	145,312	130,094	111,754	140,186	282,424	Other grain and pulse tons	4,062	12,198	1,685	18,854	4,572

# APPENDIX VII.

## TANGANYIKA: TOTAL IMPORTS AND EXPORTS, DISTINGUISHING THE PRINCIPAL COUNTRIES OF ORIGIN AND DESTINATION (excluding bullion and specie)

	1938		1939		1946		1947		1948		1949	
	Imports	Exports	Imports	Exports	Imports	Exports	Imports	Exports	Imports	Exports	Imports	Exports
TOTAL ... ..	3,449	3,462	3,040	3,606	8,123	8,865	13,724	11,168	22,609	16,455	21,898	19,748
Of which:—												
United Kingdom ...	928	665	784	717	2,599	4,314	4,397	4,863	10,540	8,202	12,688	8,854
Kenya and Uganda ...	388	867	376	1,133	1,641	1,711	1,504	2,349	2,095	2,987	(b)	(b)
India ... ..	162	251	193	274	1,623	481	1,618	819	1,827	753	2,147	1,929
Union of South Africa...	60	87	28	68	412	813	637	296	880	207	509	399
U.S.A. ... ..	242	175	227	279	656	444	3,065	244	2,961	1,148	1,641	2,587
Netherlands ...	106	140	84	59	20	21	298	81	418	184	(b)	592
Japan ... ..	593	16	640	114	(a)	(b)	98	(b)	123	121	1,370	1,391
Germany ... ..	460	285	248	210	1	(b)	3	(b)	12	(a)	81	801
Countries specified above as percentage of Total...	85.2	71.8	84.9	79.1	85.6	87.8	84.6	77.5	83.4	82.7	84.2	83.8

(a) Less than £500. (b) Not available.

# APPENDIX VIII

## ZANZIBAR: MAIN IMPORTS AND EXPORTS BY VALUE (excluding bullion and specie)

£000

	IMPORTS FOR HOME CONSUMPTION						TOTAL DOMESTIC EXPORTS ...	DOMESTIC EXPORTS				
	1938	1939	1946	1947	1948	1949		1938	1939	1946	1947	1948
	789	666	1,528	1,589	1,934	2,163		663	1,000	1,708	1,077	1,428
TOTAL IMPORTS FOR HOME CONSUMPTION ...	789	666	1,528	1,589	1,934	2,163	TOTAL DOMESTIC EXPORTS ...	663	1,000	1,708	1,077	1,428
Rice	137	173	4	26	(a) 373	(a) 461	Cloves ...	515	858	1,159	555	1,000
Cotton piece goods	72	45	180	274	70	103	Copra ...	97	81	204	235	27
Petroleum products	50	41	46	57	35	70	Clove oil ...	24	33	4	72	71
Vehicles and parts	39	11	37	42	117	100	Coconut oil ...	2	5	26	54	176
Sugar	33	45	89	72	12	32	Mangrove bark ...	1	4	138	51	24
Apparel	30	18	12	16	211	231	Oil cakes... ..	4	3	14	39	38
Flour, wheat	29	28	146	153	52	62	Soap ...	(b)	(b)	41	28	37
Tobacco and manufactures	27	24	35	44	53	66	.					
Grain and pulse (c)	16	16	116	95	166	157						
Artificial silk piece goods ...	9	6	13	23	52	62						

The figures for commodities for 1948 and 1949 include some imports for subsequent re-exportation, separate details of such re-exports not being available.

(a) Not separately enumerated in Trade Accounts. (b) Less than £500. (c) Pulse only 1938-49 and 1946-47.

# ZANZIBAR: MAIN IMPORTS AND EXPORTS BY QUANTITY

	IMPORTS							EXPORTS					
	1938	1939	1946	1947	1948	1949		1938	1939	1946	1947	1948	1949
Cotton piece goods th. sq. yds.	4,537	3,229	3,427	4,172	4,593	6,348	Cloves ... cwts.	157,203	263,736	310,258	150,688	258,266	151,771
Flour, wheat cwts.	52,757	65,809	114,163	108,248	137,154	144,931	Copra ... tons	11,697	10,716	8,035	7,823	702	7,925
Pulse ... cwts.	38,375	43,455	65,178	76,523	—	—	Coconut oil cwts.	2,890	7,012	12,095	21,381	63,229	130,839
Grain and pulse cwts.	—	—	—	—	120,904	115,004	Mangrove bark tons	312	1,742	11,698	4,823	2,296	—
Sugar ... cwts.	78,558	82,044	79,580	52,410	87,276	63,487	Clove oils lbs.	235,518	367,536	410,677	385,905	333,956	321,407
Petroleum products th. gals.	1,131	1,106	1,430	1,226	1,408	1,873							

The figures for commodities for 1948 and 1949 include some imports for subsequent re-exportation, separate details of such re-exports not being available.



**ZANZIBAR: TOTAL IMPORTS AND EXPORTS, DISTINGUISHING THE PRINCIPAL COUNTRIES OF ORIGIN AND DESTINATION (excluding bullion and specie)**

	1938		1939		1946		1947		1948		1949	
	Imports	Exports	Imports	Exports	Imports	Exports	Imports	Exports	Imports	Exports	Imports	Exports
TOTAL ... ..	971	845	833	1,167	1,971	2,151	1,971	1,459	2,693	2,112	2,750	2,688
Of which:—												
United Kingdom ...	132	40	81	106	320	136	416	101	585	96	704	(a)
Kenya ...	59	22	57	14	309	151	261	194			623	489
Uganda ...	4	(a)	6	(a)	129	2	118	(b)				
Tanganyika ...	57	89	51	95	143	112	199	124				
India ...	94	127	92	284	195	794	173	455				
Japan ...	124	2	87	1	(a)	(a)	18	(a)				
U.S.A. ...	31	48	18	103	61	138	74	71				
Netherlands ...	57	3	35	5	2	56	63	66				
Portuguese East Africa ...	16	4	15	3	269	9	67	4				
Belgian Congo ...	10	(a)	15	(a)	119	3	64	2				
Dutch East Indies ...	52	309	63	380	(b)	(a)	1	(a)				
Straits Settlements ...	(a)	3	(a)	4	1	247	2	70				
Countries specified above as percentage of Total...	65.5	76.6	62.4	85.3	78.5	76.6	73.9	74.5	67.0	76.9	57.2	37.4

(a) Not separately enumerated in Trade Accounts. (b) Less than £500.

# APPENDIX X

## NYASALAND: MAIN IMPORTS AND EXPORTS BY VALUE (excluding bullion and specie)

£000

	IMPORTS FOR HOME CONSUMPTION							DOMESTIC EXPORTS					
	1938	1939	1946	1947	1948	1949		1938	1939	1946	1947	1948	1949
TOTAL IMPORTS FOR HOME CONSUMPTION ... ..	833	775	2,050	3,583	4,340	5,592	TOTAL DOMESTIC EXPORTS ...	960	806	2,327	2,709	4,162	4,690
Cotton piece goods	193	159	598	1,551	1,524	1,063	Tobacco ...	393	364	1,253	1,527	2,250	3,151
Cars, lorries and tractors ...	46	59	57	314	338	472	Tea ...	448	380	750	849	1,350	1,171
Motor spirit ...	42	45	70	87	117	151	Cotton ...	100	37	126	190	369	218
Railway rolling stock and materials ...	9	12	61	11	24	129							
Bicycles ...	25	32	39	56	84	101							
Spirits, Alcoholic...	11	11	22	24	22	35							
Sugar ...	9	12	57	49	100	90							
Iron and steel and manufactures thereof ...	45	30	42	62	207	317							
Machinery (including electrical)	51	32	101	117	224	463							
Apparel (including footwear)	58	53	90	114	135	113							
Salt ...	7	8	29	16	32	36							
Fertilisers ...	22	22	14	38	76	116							

# NYASALAND: MAIN IMPORTS AND EXPORTS BY QUANTITY

	IMPORTS							EXPORTS					
	1938	1939	1946	1947	1948	1949		1938	1939	1946	1947	1948	1949
Cotton piece goods th. lin. yds.	12,812	12,402	8,799	16,583	14,036	10,566	Tobacco th. lbs.	13,463	12,487	17,731	20,009	23,846	25,489
Cars, lorries and tractors... No.	202	263	161	547	966	864	Tea th. lbs.	10,219	11,385	13,839	12,940	15,071	12,770
Motor spirit th. gals.	583	633	920	1,171	1,310	1,688	Cotton th. lbs.	6,854	2,555	3,828	3,704	4,906	2,931
Iron and steel tons	1,551	1,197	749	846	2,485	3,804							

# APPENDIX XI

## NYASALAND: IMPORTS AND EXPORTS, DISTINGUISHING THE PRINCIPAL COUNTRIES OF ORIGIN AND DESTINATION (excluding bullion and specie)

£000

	1938		1939		1946		1947		1948		1949	
	Imports	Exports	Imports	Exports	Imports	Exports	Imports	Exports	Imports	Exports	Imports	Exports
TOTAL ... ..	833	975	775	824	2,050	2,365	3,583	2,760	4,340	4,212	5,592	4,730
Of which:—												
United Kingdom ...	381	883	334	751	719	1,623	1,163	1,783	1,928	3,066	3,096	3,640
Japan ... ..	225	—	186	—	—	—	47	—	197	—	150	—
U.S.A. ... ..	36	—	65	3	169	7	1,148	4	516	12	540	50
India ... ..	12	3	13	—	464	2	425	3	459	2	245	(a)
Southern Rhodesia ...	10	9	9	7	111	89	115	159	246	116	373	159
Iran ... ..	38	—	37	—	64	—	94	—	148	—	227	(a)
Union of South Africa...	11	2	—	7	126	85	146	137	189	93	254	99
Portuguese East Africa	16	18	19	16	84	77	73	89	156	146	(a)	(a)
Sierra Leone ... ..	—	12	—	23	—	98	—	78	—	95	(a)	220
Belgium ... ..	14	9	10	3	5	41	64	40	85	10	23	6
Countries specified above as percentage of Total...	89	96	87	98	85	85	91	83	90	84	88	88

Note.—Exports include Re-exports, and Imports are those for home consumption only.  
(a) Not available.

# APPENDIX XII

## NORTHERN RHODESIA: MAIN IMPORTS AND EXPORTS BY VALUE (excluding bullion and specie and Government Stores)

£000

	IMPORTS FOR HOME CONSUMPTION						DOMESTIC EXPORTS				
	1938	1939	1946	1947	1948		1938	1939	1946	1947	1948
	5,011	4,427	7,615	9,995	15,287		10,027	10,112	12,805	20,903	28,159
TOTAL IMPORTS FOR HOME CONSUMPTION ... ..						TOTAL DOMESTIC EXPORTS					
Machinery ... ..	1,501	743	934	1,168	2,147	Cobalt alloy ...	475	467	250	166	194
Iron and steel and manufactures ...	535	399	477	659	1,259	Copper, blister ...	7,306	7,453	7,021	11,884	17,553
Coal ... ..	211	179	206	235	303	Copper, electrolytic ...	1,549	1,450	3,253	5,808	6,462
Cotton piece goods ... ..	213	228	778	887	1,710(a)	Hides and skins ...	19	19	76	110	152
Blasting compounds ... ..	209	203	272	327	390	Lead, bar, ingot, pig ...	—	—	291	997	1,155
Motor vehicles and parts ... ..	181	217	141	517	1,001	Tobacco, unmanufactured	73	97	410	458	561
Railway material (including locos and rolling stock) ...	120	211	192	35	207	Zinc ingots ...	91	188	718	1,077	1,522
Cigarettes, cigars and tobacco ...	90	96	232	276	346						
Apparel ... ..	188	218	423	583	788						
Ale, beer, wines and spirits ...	126	131	235	236	261						
Footwear ... ..	50	54	172	191	229						
Cement, building ... ..	63	60	45	74	157						
Motor spirit ... ..	38	42	111	95	130						
Flour and meal, wheaten ...	53	54	133	141	164						
Sugar ... ..	30	40	81	105	162						

\* Total imports for home consumption during 1949, including Government Stores, were £20,897,000. Details of items are not yet available.  
(a) Includes Woollen Piece Goods.

# NORTHERN RHODESIA: MAIN IMPORTS AND EXPORTS BY QUANTITY

	IMPORTS						EXPORTS							
	1938	1939	1946	1947	1948		1938	1939	1946	1947	1948	1949		
Cotton piece goods	th. yds.	9,685	9,885	12,614	11,050	19,319	Copper, blister	th. tons	185	177	124	128	156	180
Footwear	... th. prs.	232	206	224	273	(a)	Copper, electrolytic	"	35	31	55	57	59	62
Motor spirit	... th. gals.	1,531	1,852	2,635	3,628	372	Lead, bar, ingot and pig	th. tons	—	—	6	14	13	12
Flour and meal, wheaten						4,506	Tobacco, unmanufactured	th. lbs.	1,801	1,965	3,833	3,335	5,047	6,089
Coal	... th. lbs.	4,639	4,962	8,900	8,750	10,403	Zinc ingots	th. tons	7	14	17	19	23	23
	... th. tons	396	415	392	487	565								

(a) Includes Woollen Piece Goods in 1948.

# APPENDIX XIII

## NORTHERN RHODESIA: TOTAL IMPORTS AND EXPORTS, DISTINGUISHING THE PRINCIPAL COUNTRIES OF ORIGIN AND DESTINATION (excluding bullion and specie)

£000

	1938		1939		1946		1947		1948		1949	
	Imports	Exports	Imports	Exports	Imports	Exports	Imports	Exports	Imports	Exports	Imports	Exports
TOTAL ... ..	5,114	10,131	4,535	10,220	7,935	13,125	10,321	21,230	15,604	28,498	21,266	33,122
Of which:—												
United Kingdom ...	2,227	3,983	1,686	5,755	2,369	7,796	2,613	14,046	4,888	18,995	7,279	18,599
Union of South Africa ...	810	292	945	331	2,186	1,403	2,947	1,984	4,253	3,128	5,583	2,996
U.S.A. ...	523	187	433	1,505	791	81	1,326	2	1,966	2,079	2,177	4,857
Southern Rhodesia ...	754	196	759	1,638	1,638	536	1,935	413	2,475	562	2,996	1,012
Canada ...	136	—	127	58	151	26	264	1	304	7	580	8
Belgium ...	90	898	69	613	5	645	63	256	198	64	230	1,207
Germany ...	99	3,185	66	800	3	—	4	—	(a)	(a)	(a)	(a)
India ...	54	26	51	121	219	288	186	381	134	598	311	772
Italy ...	18	1,025	29	584	56	19	103	199	38	224	34	108
Sweden ...	22	94	22	104	14	632	29	1,530	44	1,541	65	1,757
Brazil ...	8	84	8	139	2	491	9	428	46	5	—	—
France ...	10	104	15	52	9	758	23	1,450	14	150	67	266
Belgian Congo ...	33	12	38	11	125	27	343	87	266	46	574	44
Percentage of above countries to Total ...	93.5	99.6	93.7	99.8	95.4	96.8	95.4	97.9	93.7	96.1	93.6	95.5

(a) Not available.

**SOMALILAND PROTECTORATE: MAIN IMPORTS AND EXPORTS BY VALUE (excluding bullion and specie)**

## MAIN IMPORTS AND EXPORTS—BY QUANTITY

(a) Imports less Re-exports. (b) Year ended 30th June. (c) Total Imports. (d) Total Exports. (e) Not available.



## APPENDIX XV

### A LIST OF SOME OFFICIAL PUBLICATIONS ON THE EAST AND CENTRAL AFRICAN TERRITORIES

Trusteeship Territories in Africa under the United Kingdom Mandate. Cmd. 6840, 1946.

Trusteeship Territories in Africa under the United Kingdom Mandate (revised). Cmd. 6935, 1946.

A Plan for the Mechanized Production of Groundnuts in East and Central Africa. Cmd. 7030, 1947.

East African Groundnuts Scheme. Review of Progress to the End of November, 1947. Cmd. 7314, 1948.

International Convention for the Permanent Control of Outbreak Areas of the Red Locust. Cmd. 7650, 1949.

International Convention for the Permanent Control of Outbreak Areas of the Red Locust (revised). Cmd. 7783, 1949.

Inter-Territorial Organization in East Africa. Col. No. 191, 1945.

Inter-Territorial Organization in East Africa (revised proposals). Col. No. 210, 1947.

Labour Conditions in East Africa. Col. No. 193, 1946.

Education for Citizenship in Africa. Col. No. 216, 1948.

Report by His Majesty's Government to the Trusteeship Council of the United Nations on the Administration of Tanganyika for the Year 1947. Col. No. 220, 1948.

Report by His Majesty's Government to the General Assembly of the United Nations on the Administration of Tanganyika for the Year 1948. Col. No. 242, 1949.

Report of the Commission on the Civil Services of Northern Rhodesia and Nyasaland. Col. No. 222, 1948.

Report of the Commission on the Civil Services of Kenya, Tanganyika, Uganda, and Zanzibar. Col. No. 223, 1948.

Customs Tariffs of the Colonial Empire, 1948. Volume I: East Africa. Col. No. 239, 1949.

Annual Report of the East Africa High Commission for its Inaugural Year, 1948. Col. No. 245, 1949.

East African Rice Mission Report, 1948. Col. No. 246, 1949.

Exchange of Notes constituting an Agreement between His Majesty's Government and the Government of Ethiopia amending the description of the Kenya-Ethiopia Boundary. Treaty Series No. 18, 1948.

Tanganyika. Text of Trusteeship Agreement as approved by the General Assembly of the United Nations. Treaty Series No. 19, 1947.

Colonial Development Corporation : Report and Accounts, 1948. H.C. 188.

Overseas Food Corporation : Report and Accounts, 1948-9. H.C. 252.

Report on the Water Resources of the Bechuanaland Protectorate, Northern Rhodesia, the Nyasaland Protectorate, Tanganyika Territory, Kenya, and the Uganda Protectorate. By Professor Frank Debenham. Colonial Research Publication No. 2, 1948.

**African Labour Efficiency Survey.** By Dr. C. H. Northcott. Colonial Research Publication No. 3, 1949.

**Report on Tobacco, with particular reference to the prospects of increased production in Central and East Africa.** By S. S. Murray. Colonial Research Publication No. 4, 1949.

**Grain Storage in East and Central Africa.** By T. A. Oxley. Colonial Research Publication No. 5, 1950.

**Trypanosomiasis in Eastern Africa, 1947.** By Professor P. A. Buxton. N.P.P., 1948.

**Nairobi. Master Plan for a Colonial Capital.** N.P.P., 1948.

*The series of Colonial Annual Reports, suspended during the war, was recommenced in 1946. Reports have been published by His Majesty's Stationery Office on Uganda, Kenya, Zanzibar, Northern Rhodesia, and Nyasaland for the years 1946, 1947, and 1948, and for the Somaliland Protectorate for the year 1948. Reports in this series are not issued for Tanganyika : the information is available in the Reports submitted to the United Nations.*

*The following publications dealing with the Ten-Year Development Plans and the operation of the Colonial Development and Welfare Act have been published by His Majesty's Stationery Office or by the individual Governments concerned.*

**Colonial Development and Welfare : Return of Schemes for the period from the 1st April, 1945, to the 31st March, 1946.** H.C. 150, 1946.

**Colonial Development and Welfare : Return of Schemes for the period from the 1st April, 1946, to the 31st March, 1947.** H.C. 127, 1947.

**Colonial Development and Welfare : Return of Schemes for the period from the 1st April, 1947, to the 31st March, 1948.** H.C. 166, 1948.

**Colonial Development and Welfare : Return of Schemes for the period from the 1st April, 1948, to the 31st March, 1949.** H.C. 211, 1949.

**Kenya : Report of the Development Committee.** Volumes I and II, with Appendices including Reports of the Development Sub-Committee, 1946.

**Kenya : Summary of the Report of the Development Committee, 1946.**

**Kenya : Development and Reconstruction Authority, Report covering the Year 1947.**

**Kenya : Development and Reconstruction Authority, Annual Report for 1948.**

**Kenya : A Ten-Year Plan for the Development of African Education, 1948.**

**Northern Rhodesia : Ten-Year Development Plan as approved by the Legislative Council on 11th February, 1947.** 1948.

**Northern Rhodesia : Review of the Ten-Year Development Plan as approved by the Legislative Council in June, 1948.** 1948.

**Northern Rhodesia : Report of the Development Authority from June, 1948, to December, 1949.** 1950.

**Nyasaland : Report of the Post-War Development Committee.** 1945. (Reprinted the following year with a brief foreword.)

**Nyasaland : Revised Report of the Post-War Development Committee.** 1947.

**Nyasaland : The Nyasaland Development Programme.** 1948.

**Tanganyika : A Ten-Year Development Plan for Tanganyika Territory : Report by the Development Commission.** 1946.

Tanganyika : The Development Plan ; Report for the Year 1947.

Tanganyika : The Development Plan ; Report for the Year 1948.

Uganda : A Development Plan for Uganda. By E. B. Worthington. With a Foreword by H.E. the Governor of Uganda. 1947.

Uganda : A Development Plan for Uganda. By E. B. Worthington ; and the 1948 Revision of the Plan by Sir Douglas Harris, 1949.

Uganda : Annual Development Report for the period ending September, 1947.

Zanzibar : Programme of Social and Economic Development in the Zanzibar Protectorate for the Ten-Year Period 1946 to 1955. Sessional Paper No. 1 of 1946.

Zanzibar : Memorandum on the General Progress of Development and Welfare Schemes for the Period from the 1st April, 1946, to the 31st October, 1947. Sessional Paper No. 17 of 1947.

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